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ABSTRACT

This study provides an overview of the status of jails and inmate populations in Texas in order to identify and solve existing problems. Analysis of the distribution of inmates among the 325 jails indicates that Texas has too many local jails for its total inmate population. Most of the jails lack adequate medical, recreational, or educational facilities. Recommendations are included to regionalize misdemeanant corrections, with emphasis on inspection standards and legal considerations. A proposed plan for a "modular" regional detention facility includes provision for work release units, and education and technical/vocational modules. (BH)

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Texas Jails — Problems and Reformation

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CRIMINAL JUSTICE

MONOGRAPH

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CHAPTER I

INTRODUCTION

Joseph F. Fishman, in his famous book, Crucibles of Crime, first published in 1923, described the American jail as follows:

> JAIL: An unbelievably filthy institution in which are confined men and women serving sentence for misdemeanors and crimes, and "men and women not under sentence who are simply awaiting trial." With few exceptions, having no segregation of the unconvicted from the convicted, the well from the diseased, the youngest and most impressionable from the most degraded and hardened. Usually swarming with bedbugs, roaches, lice, and other vermin; has an odor of disinfectant and filth which is appalling; supports in complete idleness countless thousands of able bodied men and women, and generally affords ample time and opportunity to assure inmates a complete course in every kind of viciousness and crime. A melting pot in which the worst elements of the raw material in the criminal world are brought forth blended and turned out in absolute perfection.[1]

As indicated above, this statement was made in 1923, but it has been echoed by countless penal "reformers" up to the present day. America has done little to correct its "melting pots" of crime, and the plight of the individual "offender" who is incarcerated in jail is overwhelmingly one of hopeless

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[1]Joseph F. Fishman, Crucibles of Crime (New York: Cosmopolis Press, 1923), pp. 13-14.

abandonment of all that is good and decent, of all that respects the dignity and worth of man.

Innumerable examples of the effects of horrid jail conditions can still be made amidst the modern-day efforts in "enlightened" corrections in America. Marked progress has been made over the past quarter-century in such areas as sentencing policies, probation and parole practices, bail procedures, diagnostic center classification, community treatment programs, and legal aid for the indigent, to mention only a few. These advances, however, have benefitted mostly the offender who is ultimately committed to our state and federal prisons and penitentiaries. The benefits accruing to the individuals committed to our city and county jails, and other local institutions, have been negligible, if not completely disregarded in many cases.

The vast majority of prisoners found in American jails are as much neglected today as they were in the past. The following examples will help to clarify this statement:

A sheriff was held liable for the wrongful death of a prisoner in a North Carolina jail in 1940. The sheriff was held liable due to the ". . . negligence of a jailer in locking the prisoner in a cell with another person, whom the sheriff and the jailer knew to be violently insane and who beat the prisoner to death with a table leg."[2]

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[2]Institute of Government, Legal Aspects of Jail and Detention Services (Chapel Hill, North Carolina: University of North Carolina at Chapel Hill, 1968), p. 21.

Roy Casey, in an article entitled "Catchall Jails," written in 1954, stated,

> In the vast majority of catchall city and county jails, prisoners are compelled to continue to wear their own clothes regardless of how filthy or vermin-infested they may be; facilities for delousing drunks, vagrants, and bums are totally lacking; and too frequently hot and cold running water, soap and towels, any sort of provision for bathing or even for washing face and hands are nonexistent.[3]

Casey further states that some of the most revolting and deplorable jails are found ". . . almost literally within the shadows of the capitol buildings of some of our richest states that are reputed to have high standards of living and a highly developed social consciousness."[4]

Four inmates of the Indiana State Prison recently co-authored a book in which they vividly describe the inhumanity and brutality of American prisons. One prisoner, Ed Tromanhauser, gives the following overview of the American penal system:

> . . . the most modern, most "enlightened" country in the world, operates a system of jails and prisons which are wretched pestholes, indecent crime-breeding swamps of iniquity into which are jammed the poor, the socially outcast, the ignorant, the emotionally disturbed

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[3]Roy Casey, "Catchall Jails," The Annals of the American Academy of Political and Social Science, 293 (May, 1954), 32.

[4]Ibid.

> and the mentally ill. There, confused, self-contradictory, antisocial beings are turned into the truly alienated sector of our populace.[5]

More recently, the Houston Chronicle carried a picture report concerning the death of a Connecticut heiress who was incarcerated in a jail in Porterville, California. It was reported that the woman died ". . . after falling from her bunk and rupturing her spleen."[6] A pathologist indicated that prompt medical attention after the fall might have saved the woman.

Since 1965, though, some attempts have been made at studying the problems existing in America's jails in efforts to effect some type of reform. The President's Commission on Law Enforcement and Administration of Justice, appointed by President Johnson in 1965 to study every facet of crime and law enforcement in America, presented the following indictment concerning existent problems in local jails and misdemeanant institutions:

> No part of corrections is weaker than the local facilities that handle persons awaiting trial and serving short sentences. Because their inmates do not seem to present a clear danger to society, the response to their needs has usually been one of indifference. Because their crimes are considered petty and the sentences they serve are relatively

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[5]H. Jack Griswold, et al., An Eye for an Eye (New York: Holt, Rinehart and Winston, 1970), p. 28.

[6]Picture Report, Houston Chronicle, March 29, 1971, p. 5.

> short, the corrections system gives them low status. Many local jails and misdemeanant institutions are administered by the police or county sheriffs, authorities whose experience and main concern are in other fields. Most facilities lack well-developed recreational and counseling programs, sometimes even medical services. The first offender, the innocent awaiting trial, sometimes juveniles and women are imprisoned with confirmed criminals, drunks, and the mentally disturbed or retarded.[7]

The Task Force on Corrections, moreover, revealed in its report that as of 1965 there were approximately 3,473 jails and other local correctional institutions in the United States. The majority of these facilities were either county (2,547) or city (762) operated institutions.[8] In 1965 the average daily population of these facilities was 141,303 inmates, with a projected population for 1975 of 178,000 average daily commitments.[9] Significantly, the Task Force recognized that jails and other local misdemeanant institutions must necessarily be brought under the administrative control of correctional agencies in order to remedy critically deficient physical facilities,

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[7]Commission on Law Enforcement and Administration of Justice, Report of the Commission, The Challenge of Crime in a Free Society, Nicholas deB. Katzenbach, chairman (Washington, D.C.: U.S. Government Printing Office, 1967), p. 178.

[8]Commission on Law Enforcement and Administration of Justice, Report of the Commission, Task Force Report: Corrections, Nicholas deB. Katzenbach, chairman (Washington, D.C.: U.S. Government Printing Office, 1967), p. 79.

[9]Ibid., p. 80.

personnel shortages, and other problem areas. Regionalization of state misdemeanant corrections is cited as an important approach to improvement. In this regard, the Task Force reports:

> Most rural counties cannot afford the personnel, facilities, and services a good short-term institution should have. Possibly under State control or with State assistance, many "satellite" camps or institutions could be established to which inmates could be sent. Small jurisdictions should arrange to contract with nearby metropolitan areas for all the needs they cannot meet effectively themselves. In some cases this is already being done where States have condemned local jails.[10]

The American Correctional Association has for years recommended in its Manual of Correctional Standards that community correctional institutions be consolidated on a regional basis " . . . for the detention of sentenced prisoners in lieu of individual local facilities. . . ."[11] Organization in this manner is viewed as more economical than local administration, with resultant benefits being realized in " . . . better facilities and higher standards of inmate treatment . . . ,"[12] as well as in more professional personnel management and greatly improved services for inmates.

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[10] Task Force Report: Corrections, p. 80.

[11] The American Correctional Association, Manual of Correctional Standards (Washington, D.C.: The American Correctional Association, 1966), p. 67.

[12] Ibid.

Recognizing the problems inherent in the administration of local jails and the dubious statistics available on them, the National Criminal Justice Information and Statistics Service, a division of the Law Enforcement Assistance Administration, conducted a National Jail Census in the spring of 1970 in cooperation with the United States Bureau of the Census. The results of this comprehensive survey, the first of its kind to be conducted on a nationwide basis, were published by the Law Enforcement Assistance Administration in its report, National Jail Census 1970, in February, 1971.[13]

The primary emphasis of the National Jail Census was

> . . . to obtain facts on the state of the nation's jails and their inmates. Such fundamental questions as the number of jails, the number and type of inmates, the number of jail employees, the operating costs, and the presence or absence of selected facilities were the subject of inquiry since these parameters were heretofore unknown. Other valuable information . . . was also obtained.[14]

In order to obtain the above information the Bureau of the Census distributed questionnaires to each county of the United States and to each municipality having a 1960 population of 1,000 or

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[13] See U.S., Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, National Jail Census 1970 (Washington, D.C.: U.S. Government Printing Office, 1971).

[14] Ibid., p.v.

more persons. Separate questionnaires were designed for counties and for municipalities of 25,000 population or greater (see Appendix A, National Jail Survey: Counties and Large Municipalities) and for municipalities of less than 25,000 population (see Appendix B, National Jail Survey: Municipalities). Included in the results of the survey were only those jails and related institutions which confine inmates for 48 hours or more. The state-operated facilities in Connecticut, Delaware, and Rhode Island, and facilities which normally retain persons for less than 48 hours, such as drunk tanks and police lock-ups, were excluded from the survey. A response rate of 100 percent was realized due to follow-up telephone calls to the appropriate respondents after the questionnaires had been mailed.

Recently, the author completed a study for the Institute of Contemporary Corrections and the Behavioral Sciences, Sam Houston State University, Huntsville, Texas, in which a detailed analysis of the status of jails in Texas was made, based upon the aforementioned National Jail Census 1970 report. The results of this analysis were published in early June, 1971.[15] The purpose of the report was that of providing ". . . a planning base by concerned agencies for needed improvements in the areas of responsible criminal justice and correctional administration."[16]

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[15]See Charles M. Friel, Don E. Kirkpatrick, G. Mac Griffith, and Gary C. Stracensky, Texas Jails 1970, Report to the Criminal Justice Council, Office of the Governor, Austin, Texas (Sam Houston State University: Institute of Contemporary Corrections and the Behavioral Sciences, 1971).

[16]Ibid., p. 2.

I. PURPOSE AND IMPORTANCE OF THE STUDY

Purpose. The purposes of this study are to provide an overview of the status of jails and inmate populations in Texas, and, based upon the results of this overview, to formulate and propose recommendations which would make adequate misdemeanant correctional facilities and inmate services available to all counties in Texas.

This thesis, then, will utilize the Texas Jails 1970 report as a basic source of information and statistical data. It will expand and clarify the results of this report as specifically related to the status of jails and jail inmates in Texas. Utilizing these results, specific recommendations concerning reorganization of local misdemeanant facilities throughout the State will be presented.

Importance of the Study. Many examples of the horrible effect of the jail on the "offender" can be found in most books on criminology and criminal justice; however, although the adverse influence on the individual is realized by many writers, little has been done in effecting overall positive changes in jail administration in most sections of the United States. Texas is only one of many states that must take a positive look toward reformation of its jail system. The rapid turnover in jail population, the general lack of public concern for the plight of the

jail inmate, and hard-to-measure variables help to account somewhat for the lack of research into, and resolution of, the problems existent within the local city and county jails.

Innumerable accounts are available concerning the deplorable conditions currently existing in many of the city and county jails throughout the United States. One need only take cognizance of some of the literature attesting to this to realize the ultimate criminogenic impact that the jail has on the individual offender. Hopefully, the following paragraph will dramatically stress this point.

Harry Elmer Barnes and Negley K. Teeters describe the county jail as ". . . the lowliest of all penal institutions. . . ."[17] They denounce jails as ". . . 'cesspools of iniquity,' 'hot-beds of graft and corruption,' 'schools of crime,' and 'kindergartens of vice.'"[18] Paul W. Tappan calls them ". . . 'human garbage cans.'"[19] Tappan also refers to them as ". . . vile and filthy pestholes with a thousand times more vermin than prisoners."[20]

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[17]Harry Elmer Barnes and Negley K. Teeters, New Horizons in Criminology (New York: Prentice-Hall, Inc., 1945), p. 841.

[18]Ibid.

[19]Paul W. Tappan, Crime, Justice and Correction (New York: McGraw-Hill Book Company, Inc., 1960), p. 657.

[20]Paul W. Tappan, Contemporary Correction (New York: McGraw-Hill Book Company, Inc., 1951), p. 313.

H. Francis Spencer, in a book appropriately entitled Confessions of a Jailer, terms the jail ". . . a clever hypocrite . . ." which ". . . keeps the real truth ever carefully cloaked from the eyes of the public."[21] Barnes and Teeters further state that jails ". . . are altogether indecent for human habitation."[22] H. Jack Griswold calls them ". . . institutions of higher learning in crime and violence."[23] Hans W. Mattick and Alexander B. Aikman classify the jail as ". . . the cloacal region of American corrections."[24] Casey terms them "catchall jails."[25] The list is as seemingly endless as these names and phrases for the typical jail are vividly descriptive.

This study will attempt, therefore, to point out some of the problems existing in Texas jails in an effort to bring to light some of the measures that must be taken to promote positive correctional reform both now and in the future. One cannot deny the negative associational aspects of the capricious and indis-

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[21]H. Francis Spencer, Confessions of a Jailer (Long Beach, California: H. Francis Spencer, 1914), p. 30.

[22]Harry Elmer Barnes and Negley K. Teeters, New Horizons in Criminology (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959), p. 397.

[23]Griswold, et al., An Eye for an Eye, p. 6.

[24]Hans W. Mattick and Alexander B. Aikman, "The Cloacal Region of American Corrections," The Annals of the American Academy of Political and Social Science, 381 (January, 1969), 114.

[25]Casey, "Catchall Jails," 28.

criminate mingling of young and old, men and women and children, first offenders and habitual criminals, and the innocent and the guilty, representing all sections of the American social system, together within the local jail, a facility currently little capable of respecting the dignity and worth of man.

II. METHODS AND PROCEDURES

Methods. The study consisted of making an extensive review of the literature in the fields of penology and corrections to determine existent problems in jail administration in the United States in general, conducting a detailed statistical analysis of the status of jails and jail inmates in Texas, reviewing some modern concepts in state-administered jail systems, and proposing a system of jail administration for the State of Texas to meet existing problems.

Procedures. The following procedures for this study were followed in the order given:

1. An extensive review of literature on jails was conducted to determine existent problems in jail administration in general. Secondary sources used were texts and other books, public documents, professional journals, and newspaper articles. Additionally, correspondence was forwarded to appropriate state and federal agencies concerned with the problems in order to gain additional information.

2. A detailed statistical analysis of the status of Texas jails and jail inmates was conducted to determine some major existent problems in jail administration and inmate services. This analysis culminated in the aforementioned Texas Jails 1970 report. Important in this study were an analysis of the available statistics by each of the 24 regional planning areas in the State, which is the basic system used by Texas for the development of local plans and programs (see Appendix C, State of Texas Planning Agencies and Regions); an analysis by each of the 23 Standard Metropolitan Statistical Areas (SMSA) in the State (see Appendix D, Standard Metropolitan Statistical Areas in Texas); an analysis by regional planning areas for cities with less than 25,000 persons (see Appendix E, List of Texas Cities with Less Than 25,000 Population); and an analysis by regional planning areas for cities with 25,000 persons or more (see Appendix F, List of Texas Cities with Population of 25,000 or More). Specific findings are made concerning the statistics for these subdivisions of the State and for the State as a whole.

3. Based upon the foregoing observations, some conclusions concerning the problems in Texas jails are presented, and a proposal is made for a regional jail system for Texas which would hopefully alleviate many of the existent problems within the State.

III. DEFINITIONS

Definitions. The following definitions apply to the terms used in this study:

Jail: Any individual facility operated by a unit of local government (that is, a municipality or township with a 1960 population of 1,000 or more persons, or a county) for the detention or correction of adults suspected or convicted of a crime. Hospitals for the criminally insane are not included. Detention authority is defined as a minimum of 48 hours duration. The lower limit of 1,000 population for cities and townships was set because very few places smaller than this have jails which hold persons for 48 hours or more.

Juvenile: A juvenile in Texas is considered any male between the ages of 10 and 17 years and any female between the ages of 10 and 18 years.

Inmate Population: The number of prisoners confined in local jails on March 15, 1970.

Not Yet Arraigned: Persons in jail who had not yet been formally charged before a court.

Convicted Persons Awaiting Further Legal Action: Includes prisoners awaiting sentencing or under appeal.

Construction Expenditure: Capital outlay for structural additions, replacement facilities, and major alterations, including design, site improvement and provision of facilities that are an integral part of a structure.

Operating Costs: Includes salaries, wages, purchase of supplies, utilities, and transportation, but does not include capital expenditures, such as construction and the purchase of land and equipment.

Design Capacity: The number of persons the facility was designed to hold; not included are arrangements for the accommodation of overcrowding.

Facilities Present: The availability of recreational and educational facilities and/or programs of any kind; the availability of medical facilities of any type; the availability of a visiting room including an attorney's consultation room; and the availability of operating flush toilets.

Number of Full-Time Equivalent Employees: The total number of employees adjusted by applying average full-time earning rates. In the interest of simplicity, the number of full-time equivalent employees was computed . . . by taking two part-time employees to equal one full-time equivalent employee.[26]

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[26]Friel, et al., Texas Jails 1970, pp. 3-4.

CHAPTER II

BACKGROUND OF THE STUDY

I. REVIEW OF THE LITERATURE

Review of the literature on the history and problems of jails in the United States leads one to the general conclusion that very little has been done to effect overall positive reform in the system to date, and the prospect for future reform seems dismal unless a new outlook is taken, especially at the state and local levels of government. The President's Task Force on Corrections stated in its report of 1967 that: "In the vast majority of city and county jails and local short-term institutions, no significant progress has been made in the past fifty years."[1] Mattick and Aikman, who refer to the jail as the "cloacal region of American corrections," state the following in regard to reformation of the jail: "There has been change in the past hundred years, but its scope has been minimal, its distribution sparse, and its pace glacial."[2] The following paragraphs, then,

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[1] Task Force Report: Corrections, p. 162.

[2] Mattick and Aikman, "The Cloacal Region of American Corrections," 110.

will look briefly at the history and problems of jails in the United States, many problems being as prevalent today as they were in the past.

Early Development

Various authorities differ as to when the first jail was established in America; however, all agree that the jail is an institution that has existed since Biblical times with the establishment of the "gaol" as a place of pre-trial detention for debtors. Barnes and Teeters state that the jail, as we know the meaning today, had its origin in 1166 " . . . when Henry II commanded the construction of jails at the Assize of Clarendon . . . " in England.[3] These jails served as places of pre-trial detention for suspected or arrested offenders. The "House of Corrections," or "Bridewell," later evolved in England as a place of punishment for convicted offenders. In the " . . . eighteenth century, these two types of institutions gradually merged and frequently were under the same roof and were administered by the same keeper."[4] The "penitentiary" thus arose in the latter part of the eighteenth century " . . . as an alternative to execution, branding, transportation and other earlier forms of punishment."[5]

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[3]Barnes and Teeters, New Horizons in Criminology (1945), p. 842.

[4]Ibid., pp. 842-843.

[5]American Correctional Association. Proceedings of the Ninety-Seventh Annual Congress of Correction (Washington, D.C., 1968), p. 119.

Jails were first established in America during its early colonial period. Early colonists erected jails at York Village, Maine, in 1653, and at Williamsburg, Virginia, in 1701, both of which are now museums.[6] Other early jails, or penetentiaries, were established at the Walnut Street Jail in Philadelphia and the Castle Island fortress jail in Boston Harbor.[7] Tappan describes the predecessor of the Walnut Street Jail in Philadelphia as

> . . . a small "box-like room" or cage "seven feet long by five feet broad" that was erected on High Street in 1682 or 1683 to replace the use of a fort for purposes of detention. An overflow soon required the employment of an additional house and a larger High Street Jail was erected in 1695. This too proved quite inadequate but it was not until 1718 that a law was enacted to permit the erection on High Street of a workhouse for criminals and an adjacent jail primarily for debtors, detainees, and runaway apprentices.[8]

The Walnut Street Jail, which measured two hundred feet by four hundred feet, was opened in 1776 as a prison and workhouse for prisoners received from the old High Street Jail.[9]

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[6]Barnes and Teeters, New Horizons in Criminology (1945), p. 843.

[7]Proceedings of the Ninety-Seventh Annual Congress of Correction, p. 119.

[8]Tappan, Crime, Justice and Correction, pp. 603-604.

[9]Ibid., p. 604.

The aforementioned jails were not without many of the overwhelming problems that exist today in contemporary jails. Many of the early colonial jails were operated by jailers who collected fees from prisoners rather than being paid a salary by the local government. Many jailers sold food to those prisoners who could afford to buy it. The "kangaroo court," or " . . . perverted form of inmate self-government . . .," flourished in the jail.[10] Overcrowding, unsanitary conditions, idleness, vice and indiscriminate intermingling of "offenders" characterized most jails then as they do today. Interestingly, a report of an inspection of jails and prisons in England in 1702, conducted by the Society for Promoting Christian Knowledge, was to be later echoed in America. This report, entitled "An Essay towards the Reformation of Newgate and other Prisons in and about London," made " . . . six 'vices and immoralities' responsible for the desperate state of contemporary prison conditions: personal lewdness of the keepers, their confederacy with prisoners, the unlimited use of spirits, swearing and gaming, corruption of newcomers by old criminals, neglect of all religious worship."[11]

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[10]Barnes and Teeters, New Horizons in Criminology (1945), p. 854.

[11]Richard R. Korn and Lloyd W. McCorkle, Criminology and Penology (New York: Holt, Rinehart and Winston, Inc., 1959), p. 409.

The functions of early colonial and later jails were not really too different from the functions of contemporary jails. The jails served as places of pre-trial detention, as prisons for misdemeanant offenders and debtors, as "parking-places" for vagrants, and as facilities for housing " . . . those who are suffering from chronic alcoholism or from the effects of narcotics, prostitutes and panderers, shiftless derelicts, material witnesses, and others of heterogeneous nature."[12]

Amidst the existing problems and deplorable conditions in American jails, though, could be heard voices sounding for reform. In 1870 at the first National Prison Congress held in Cincinnati, Ohio, a proposal was made for a system of regional jails that would help " . . . to overcome the problems and provide treatment for short-term offenders. . . ."[13]

Many authors began to vividly describe the horrid conditions existent within America's jails. Spencer wrote the following in 1914, concerning a jail that he operated:

> Many a time when I stepped into the kitchen of the jail, I was sickened by the vile odor emanating from the putrid meat that was being prepared for the prisoners' dinner. And, indeed, that was about all their dinner consisted of.[14]

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[12]Barnes and Teeters, New Horizons in Criminology (1945), p. 851.

[13]Proceedings of the Ninety-Seventh Annual Congress of Correction, p. 120.

[14]Spencer, Confessions of a Jailer, p. 31.

Edwin H. Sutherland and Donald R. Cressey give the following account of the jail "community," as reported in a survey of the Cook County Jail in Illinois in 1922:

> There are only two invariable topics of conversation - sex and the chance of getting out. Filthy talk and filthy practices are common in the crowded cells and bull-pens. Homo-sexual vice is not uncommon and is laughed at. It seems to excite no horror and scarcely any reprobation. Young boys are corrupted and forced. Dope can be had by anyone who can pay for it. . . . Not infrequently newcomers are set upon, mauled and robbed of what little money or other valuables they may have, sometimes stripped of shoes, shirts, and other articles of clothing.[15]

Fishman presented the following indictment of American jails in 1923:

> As they stand at present, the jails of the United States generally speaking, are giant crucibles of crimes. Into them are thrown helter-skelter the old, the young, the guilty, the innocent, the diseased, the healthy, the hardened and the susceptible; there to be mixed with the further ingredients of filth, vermin, cold, darkness, stagnant air, overcrowding and bad plumbing; and all brought to boil by the fires of complete idleness.[16]

Compare this to the following startling observations made by the Honorable Alexander Patterson, British Prison Commissioner, who viewed various jails in America some eleven years later in 1934:

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[15]Edwin H. Sutherland and Donald R. Cressey, Principles of Criminology (New York: J. B. Lippincott Company, 1955), pp. 366-367.

[16]Fishman, Crucibles of Crime, pp. 251-252.

> Young and old, virtuous and depraved, innocent and double-dyed, are thrown into the closest association by night and day. For the most part, they spend the whole day in idleness, reading tattered newspapers or playing cards, herded in cages, devoid of proper sanitation, with little chance of exercise or occupation. The smell of these places is foul, their whole suggestion is infamous; their effect on the young or innocent can only be deplorable.[17]

Sanford Bates, in Prisons and Beyond written in 1938, vividly described some personal observations that he made while visiting several jails. Upon visiting a jail in Missouri, he stated that he

> . . . saw a group of double-decked bunks placed on top of a cell block, one containing a pallid boy of fifteen suffering from a racking cough and another containing a drug addict prisoner. . . . The boy . . . could not be moved to the house of detention across the street because they only took boys of sixteen and upwards.[18]

Based upon his observations over many years, Bates cited the following eleven deficiencies of the county jail:

1. The County Jail Is Not Secure
2. The Personnel Is Untrained and Inefficient
3. The County Jails Are Unbelievably Dirty
4. Disintegrating Idleness Is the Rule
5. Rarely Is There Any Segregation
6. The County Jail Is No Place for a Juvenile

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[17]Sanford Bates, Prisons and Beyond (New York: The MacMillan Company, 1938), p. 39.

[18]Ibid., pp. 48-49.

7. Health Conditions Are Appalling
8. The Kangaroo Court Thrives in the County Jail
9. The Laxity of Discipline Is Notorious
10. The Iniquitous Fee System Must Be Abolished
11. The Jail Is Too Often Dominated by Politics. . . .[19]

Bates further reported that of 2,894 jails and workhouses inspected throughout the United States by inspectors of the Bureau of Prisons during the period July 1, 1930, to June 30, 1935, only three (0.1 percent) were rated from 90 to 100 percent in such areas as administration, discipline, sanitation, facilities, treatment programs, and prisoner services, as compared to 1,772 facilities (61.2 percent) which received ratings of under 50 percent.[20] The State of Texas, considered individually for these categories, had no facilities (0.0 percent) in the top percentile rating and 155 (72.8 percent) of 213 institutions inspected in the lower rating.[21]

Recent Development

The past twenty-five to thirty years have brought some measure of reform to the American jail. Some of the significant developments are reviewed in the following paragraphs.

Ruth Cavan reports that several states adopted state jail inspection laws in the early 1940's. One of these, the State of

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[19]Sanford Bates, Prisons and Beyond, pp. 43-55.

[20]Ibid., p. 41.

[21]Ibid.

Virginia, created a state Department of Corrections in 1943 in an effort to improve its state and local prisons and jails. Through this means, the fee system was abolished and provisions were made for " . . . the state to pay two thirds and the county or city one third of the salary of sheriff or warden."[22] Further improvements involved the appointment of a state jail inspector, development of minimum standards for jail construction, and the construction of two jail farms. Cavan states, "With this stimulation from the state, 25 substandard jails had been closed by 1952 and some 26 counties had built new jails or rehabilitated old ones."[23] Cavan also states that the city of Baltimore, Maryland, established a program in 1943, which was involved with the intensive treatment of prostitutes who were sentenced to jail.[24]

Other states have made progress in recent years in such areas as providing literature for jail inmates to read at their leisure, providing religious guidance and activities for inmates, releasing some inmates convicted of minor offenses for work or training programs, and providing detoxification facilities and services for offenders convicted of public drunkenness, to name

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[22]Ruth S. Cavan, Criminology (New York: Thomas Y. Crowell Company, 1955), p. 381.

[23]Ibid.

[24]Ibid., p. 394.

only a few. The public library in Dayton, Ohio for example, furnishes books and other literature for inmates in the city workhouse.[25] Religious leaders in San Antonio, Texas, provide pastoral services for jail inmates.[26] The Detroit House of Corrections and the District of Columbia Jail provide traffic schools for traffic violators in those cities.[27] The Huber Law in Wisconsin, and a similar provision in Dayton, Ohio, enable jail inmates to work at their regular jobs and serve their jail sentences during nonworking hours.[28] It should be noted, however, that as of 1967, twenty-four states in the United States had legislation permitting similar types of work-release programs, but only four had actually implemented active programs.[29]

The detoxification center movement, though, lends a degree of hope to resolving some of the overcrowding problems in the jails and the clogging of lower criminal courts. In this regard, the President's Commission on Law Enforcement and Administration of Justice stated in its report that in 1965 there were approxi-

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[25]Myrl E. Alexander, "Let's Look at Our Jails," Federal Probation, XVI (September, 1952), 17.

[26]Ibid.

[27]Ibid.

[28]Ibid., 18.

[29]Mattick and Aikman, "The Cloacal Region of American Corrections," 116.

mately two million arrests for public drunkenness; i.e., public drunkenness accounted for " . . . one of every three arrests in America. . . ."[30] As alternatives to traditional methods of incarcerating drunks, several states have, therefore, adopted detoxification centers which substitute for local jails in treating alcoholics. Active detoxification centers have been established in such cities as St. Louis, New York City, Washington, D.C., and Boston. Rolf W. Stageberg, Superintendent of the Minneapolis City Workhouse, in a speech to the Ninety-Seventh Annual Congress of Correction of the American Correctional Association held in Miami Beach, Florida, in 1967, made the following comments concerning the detoxification programs of the Vera Institute in New York and the South End Center for Alcoholics and Unattached Persons in Boston:

> The Vera Institute recently has undertaken a project to explore the feasibility of using personnel other than police to pick up drunks, and to determine the percentage who would come to a treatment facility voluntarily. The Boston program approached homeless inebriates and offered them assistance. One official estimated that 80 percent of the people approached responded willingly. The agency screens and evaluates the cases, and refers them to appropriate community facilities.[31]

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[30]The Challenge of Crime in a Free Society, p. 233.

[31]Proceedings of the Ninety-Seventh Annual Congress of Correction, pp. 126-127.

These detoxification centers ideally perform such functions as physical examination and emergency-care medical services for inebriates and transfer of acute cases to appropriate medical facilities within the respective state.

Some equally progressive steps in humane treatment of jail inmates have recently been reported in Corrections Digest. For example, a seventy-bed dormitory building was opened in July, 1970, in San Francisco, for " . . . men convicted of felonies or misdemeanors and serving jail sentences, but who have full-time jobs at which they work during the day."[32] The inmates must pay three dollars a day for lodging, and they have to eat their meals outside the jail at their own expense. In San Mateo County, California, several inmates of the California Honor Camps are now allowed to enroll in evening classes at Canada College in Redwood City, free of cost.[33] And, in December, 1970, the District of Columbia permitted 136 jail inmates to register to " . . . vote by absentee ballot for the District non-voting Congressional Delegate . . . " in the primary election held in January, 1971, and the general election in March, 1971.[34]

Since the pioneer efforts of the American Prison Association in improving America's city and county jails, many nationwide

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[32] Corrections Digest, 1 (July 15, 1970), 16.

[33] Corrections Digest, 1 (August 26, 1970), 16.

[34] Corrections Digest, 1 (December 2, 1970), 14.

organizations have been formed to fight the problems of local jails. The National Jail Association, the National Sheriff's Association, and the Jail Inspection Service of the United States Bureau of Prisons are some of the prominent organizations.[35] Additionally, many states have taken steps to improve the administration of their local jail facilities. Sutherland and Cressey report that the states of Indiana, Minnesota, New Jersey, Oklahoma, Virginia, and Wisconsin have established regional state supervision of state inspected jails and lockups.[36] In regard to the desirability of regionalization of jails on a state level, they state,

> Counties could combine, or the state could establish jail districts, or the state could own and operate the places of detention in which persons are held awaiting trial for longer than two or three days. Moreover, if larger units were organized, specialized institutions for special classes could be established[37]

Organization in this manner is viewed as facilitating the operation of state-owned camps and farms, which would help to reduce the number of convicted misdemeanants in the city and county jails.

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[35]Casey, "Catchall Jails," 29.

[36]Edwin H. Sutherland and Donald R. Cressey, Principles of Criminology (New York: J.B. Lippincott Company, 1966), p. 425.

[37]Ibid.

The Standard Act for State Correctional Services, proposed jointly in 1955 by the National Council on Crime and Delinquency and the American Correctional Association, and later revised in 1966 has provided impetus to several states for the adoption or improvement of statewide correctional services. As of 1964, sixteen states had established comprehensive state correctional departments.[38] Paragraph 1 (a), Section 3, entitled "Institutions and Services," of the Standard Act, provides that:

> The following institutions and services shall be administered by the department: (a) All state institutions for the care, custody, and correction of persons committed for felonies or misdemeanors, persons adjudicated as youthful offenders, and minors adjudged as delinquent by the . . . courts . . . and committed to the department.[39]

Paragraph 3 of the same Section further specifies requirements for establishing standards and rules, for conducting inspections, and for closing substandard facilities.

Delaware was the first state to use the aforementioned Standard Act as a model for reforming its correctional organization.[40] Legislation was passed in 1955, which created a state

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[38]Committee on Standard Act for State Correctional Services, Standard Act for State Correctional Services (New York: National Council on Crime and Delinquency, 1966), p. 11.

[39]Ibid., p. 13.

[40]Herbert L. Cobin, "How One State Has Used the Standard Act," Crime and Delinquency, XIII (July, 1967), 455.

Board of Corrections and gave the Board exclusive jurisdiction over the state's three county jail facilities. The new legislation, termed the Delaware Department of Corrections Act, provided for diagnostic services for inmates and made " . . . provisions for treatment of the mentally ill and retarded and for transfer to other state or private facilities."[41] Further, the Act made provisions for mandatory classification of inmates, work-release programs, and temporary release under special circumstances, and it prohibited corporal punishment. Organization is similar in other states that have implemented state supervision of all correctional facilities.

Finally, in December, 1970, a new and vitally-needed program for jail reform was announced in Corrections Digest. A regional program of training in jail management was to be held in Ohio in early 1971 for personnel from the states of Florida, New Jersey, and Ohio.[42]

Although the aforementioned changes have helped to improve jail administration in several states, there are still existent problems that persist in most jails. Mattick and Aikman, perhaps as well as anyone, have identified the following six long-standing "obstacles to change" that they feel must be resolved before positive reform of jails can take place throughout the United States:

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[41]Cobin, Crime and Delinquency, pp. 463-464.

[42]Corrections Digest, 1 (December 16, 1970), 7.

(1) Obsolete architecture and institutions. . . .
(2) Alternatives to incarceration. . . .
(3) The personnel problem. . . .
(4) Opposition from entrenched officials. . . .
(5) Financing reform. . . .
(6) Elimination of social welfare responsibility. . . .[43]

It is only through efforts such as the foregoing that positive and rapid reform of our county and city jails can occur. As indicated, some states have made marked progress in this area; however, the State of Texas has seemingly done little to date. The next section, then, will turn attention to the procedures used in gathering data on the status of jails and inmate populations in Texas in order to arrive at existent problem areas, as discussed in Chapter III.

II. COLLECTION OF DATA ON TEXAS JAILS

As previously indicated in Chapter I, no survey had ever been made on a national basis of the number and kind of jails in the United States until the aforementioned National Jail Census was conducted by the U.S. Bureau of the Census in the spring of 1970. Prior to that time, various estimates on the number of jail facilities varied from 3,200[44] to as many as 10,000,[45] which included all county, city, and town jails and

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[43]Mattick and Aikman, "The Cloacal Region of American Corrections," 110-114.

[44]Alexander, "Let's Look at Our Jails," 14.

[45]Casey, "Catchall Jails," 28.

lockups. The National Jail Census 1970 report revealed that there are ". . . 4,037 locally administered jails in the United States which have the authority to retain adult persons for 48 hours or longer."[46] Moreover, these facilities held a total of 160,863 inmates on March 15, 1970, 153,063 of which were adults and 7,800, juveniles.[47]

Using the Texas Jails 1970 report as a basic source document, the following four procedures were accomplished in compiling and analyzing the appropriate jail data indicated in Chapter III for the State of Texas:

(1) The State was subdivided into various categories for purposes of analysis.

(a) All of the 254 counties, regardless of whether or not jail facilities were reported in each, were listed by county codes (see Appendix G, List of Texas Counties by County Codes).

(b) All of the 90 Texas cities reporting facilities were listed by population; i.e., by cities with less than 25,000 persons, and by cities with 25,000 persons or more (see Appendices E and F).

(c) Data for all city and county jails were listed by appropriate State regional planning area (see Appendix C).

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[46] National Jail Census 1970, p. 1.

[47] Ibid.

(d) Data for all city and county jails were further listed by appropriate State Standard Metropolitan Statistical Area (SMSA) (see Appendix D).

(2) The data for the State of Texas was obtained in computer tape form from the U.S. Bureau of the Census. Computer printouts were requested from the Institute programming staff in the format specified in (1), above.

(3) Using tabular formats similar to those used in the National Jail Census 1970 report, tables were constructed for listing and analysis of obtained data.

(4) Based upon the obtained data, conclusions are made concerning significant characteristics of the jails and inmate populations in Texas, and specific problem areas are discussed with some recommendations for meeting them.

CHAPTER III

ANALYSIS OF THE DATA

The data shown in the following tables are listed progressively by subdivisions of the State of Texas. Five separate sections are devoted to an analysis of data in the following order: (1) a summary overview of the State as a whole; (2) Standard Metropolitan Statistical Areas (SMSA); (3) regional planning areas as a whole, and (4) regional planning areas for cities with a population of 25,000 or more persons and (5) those with cities of under 25,000 population. General observations are given for each section. Tabular formats are similar for all sections, except Section I, which has only one table, and Section V, which has six.

I. SUMMARY OVERVIEW OF THE STATE

The purpose of this Section is to provide summary statistics about the status of the inmate population in Texas jails. Percentage comparisons between Texas and national inmate averages are given. In addition, this summary provides some insight as to the status of Standard Metropolitan Statistical Areas (SMSA) in Texas relative to statewide averages. Finally, as shown in Table I, further comparison is made between the inmate population

TABLE I

PERCENTAGE COMPARISON OF STATUS OF INMATE POPULATION FOR THE UNITED STATES AND TEXAS

Category	Inmate population March 15, 1970			Percent of total not yet convicted			Percent of total not yet arraigned			Percent of total arraigned and awaiting trial		
	Adult			Adult			Adult			Adult		
	Male	Fem.	Juv.	Male	Fem.	Juv.	Male	Fem.	Juv.	Male	Fem.	Juv.
United States Totals	145,324	7,739	7,800	51	55	66	16	23	27	35	31	39
Texas Totals	10,034	517	169	71	69	98	21	17	77	50	51	21
SMSA Totals	8,169	457	111	72	67	99	19	14	77	53	53	22
Regional Planning Areas												
Alamo	704	94	7	70	31	100	15	4	86	55	27	14
Ark-Tex	123	5	2	73	80	50	35	60	50	38	20	0
Brazos Valley	92	0	1	80	0	100	26	0	100	54	0	0
Capitol	282	12	2	52	42	100	17	25	100	35	17	0
Central Texas	95	1	2	79	100	100	14	0	0	65	100	100
Coastal Bend	191	6	2	68	50	100	42	50	50	26	0	50
Concho Valley	49	0	4	80	0	100	41	0	100	39	0	0
Deep East Texas	143	10	7	64	100	100	15	70	100	48	30	0
East Texas	289	17	12	68	88	100	24	35	83	44	53	17
El Paso	377	11	6	61	64	83	6	0	83	55	64	0
Golden Crescent	38	0	0	47	0	0	21	0	0	26	0	0
Heart of Texas	139	4	0	70	100	0	40	75	0	29	25	0
Houston-Galveston	2,649	162	18	78	88	100	18	17	78	60	72	22
Lower Rio Grande	284	9	4	72	78	100	23	33	0	49	45	100
Middle Rio Grande	195	0	2	86	0	100	28	0	100	58	0	0
Nortex	119	11	13	73	82	92	23	46	15	49	36	77
North Central Texas	2,538	118	27	69	70	100	18	13	100	51	57	0
Panhandle	312	12	13	56	67	100	18	25	54	38	42	46
Permian Basin	338	14	10	69	43	100	35	0	60	34	43	40
South East Texas	264	9	0	67	78	0	24	0	0	43	78	0
South Plains	248	10	8	68	60	100	39	40	100	29	20	0
South Texas	295	2	14	94	50	100	33	50	100	61	0	0
Texoma	94	5	11	41	60	100	30	20	100	12	40	0
West Central Texas	176	5	4	60	60	100	27	20	75	33	40	25

TABLE I - Continued

Category	Percent of total convicted and awaiting legal action			Percent of total serving one year or less			Percent of total serving more than one year		
	Adult			Adult			Adult		
	Male	Fem.	Juv.	Male	Fem.	Juv.	Male	Fem.	Juv.
United States Totals	5	6	5	38	35	18	6	5	11
Texas Totals	7	4	1	18	26	1	4	2	0
SMSA Totals	7	4	0	16	27	1	5	2	0
Regional Planning Areas									
Alamo	17	5	0	10	64	0	3	0	0
Ark-Tex	1	0	50	25	20	0	1	0	0
Brazos Valley	2	0	0	18	0	0	0	0	0
Capitol	7	17	0	40	41	0	1	0	0
Central Texas	6	0	0	14	0	0	1	0	0
Coastal Bend	9	0	0	21	50	0	2	0	0
Concho Valley	6	0	0	14	0	0	0	0	0
Deep East Texas	1	0	0	31	0	0	5	0	0
East Texas	4	0	0	27	12	0	1	0	0
El Paso	3	0	0	35	36	17	1	0	0
Golden Crescent	5	0	0	45	0	0	3	0	0
Heart of Texas	3	0	0	19	0	0	9	0	0
Houston-Galveston	6	1	0	14	9	0	2	1	0
Lower Rio Grande	4	0	0	24	22	0	0	0	0
Middle Rio Grande	3	0	0	11	0	0	0	0	0
Nortex	8	0	0	18	18	8	2	0	0
North Central Texas	6	8	0	15	16	0	10	6	0
Panhandle	15	8	0	26	25	0	3	0	0
Permian Basin	6	0	0	25	57	0	0	0	0
South East Texas	5	0	0	26	22	0	2	0	0
South Plains	11	0	0	20	40	0	1	0	0
South Texas	2	50	0	4	0	0	0	0	0
Texoma	49	40	0	8	0	0	1	0	0
West Central Texas	4	0	0	35	40	0	1	0	0

in each of the 24 regional planning areas in Texas and statewide averages.

Comparison of Inmates in Texas Jails and United States Averages

Table I indicates various statistics which contrast the status of inmates in Texas jails relative to the pre- and post-conviction status of inmates in jails throughout the United States. The following general observations are drawn from the Table:

(1) Texas inmates represent 6.7 percent of the national jail population of the United States.

(2) On the average, Texas retains more pre-conviction prisoners, both males and females, and juveniles, than the national average.

(3) Of those individuals in a pre-conviction status who are not yet arraigned, Texas retains more adult males, fewer adult females, and more juveniles than the national average.

(4) Of those individuals arraigned and awaiting trial, Texas retains a higher percentage of adult males and females and a lower percentage of juveniles, than the national average.

(5) Concerning post-conviction prisoners awaiting further legal action, Texas retains a higher percentage of adult males, and a lower percentage of adult females and juveniles, than the national average.

(6) Concerning inmates serving sentences of one year or

less, Texas jails retain fewer adult males and females, and juveniles, than the national average.

(7) Of those individuals serving sentences of one year or more, Texas retains fewer adult males and females than the national average. The data indicate that no Texas jails, as of March 15, 1970, retained juveniles who were in this category.

Comparison of SMSA and Texas Totals

According to the 1970-71 Texas Almanac, Texas SMSA contain 15 percent of the land area and approximately 80 percent of the population in Texas.[1] Comparisons are made in Table I between SMSA totals and Texas totals for pre- and post-conviction prisoners. The following general observations are drawn from the Table:

(1) There is no appreciable difference between the percentage of individuals in all categories who are not yet convicted.

(2) Jails within the SMSA retain fewer adult males and females classified as not yet arraigned than the average for the State. No appreciable difference is noticeable with respect to juveniles in this category.

(3) There is only a slight difference in the percentage of individuals retained in SMSA jails classified as arraigned and awaiting trial. The data suggest that slightly more adult males and females in SMSA jails are so classified than for the State as a whole.

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[1] Texas Almanac and State Industrial Guide 1970-1971 (Dallas, Texas: A. H. Belo Corp., 1969), p. 192.

(4) No appreciable difference is noticeable in the percentage of prisoners convicted and awaiting further legal action.

(5) No appreciable difference is indicated in the number of adult males and females, or juveniles, in the percentage of individuals serving sentences of one year or less.

(6) No appreciable difference is noticeable in the number of prisoners classified as serving sentences of one year or more.

Comparison of Regional Planning Areas and Texas Totals

The data in Table I also provide comparisons between pre- and post- conviction inmates in each of the 24 regional planning areas in Texas and statewide totals. The following general observations are drawn from the Table:

(1) There are wide variations among the percentages of total inmates who are not yet convicted in each of the planning regions; however, the Central Texas, Deep East Texas, Houston-Galveston, and Lower Rio Grande planning areas reflect significantly higher overall percentages than statewide averages.

(2) The Deep East Texas, East Texas, South Plains, South Texas, and Texoma planning areas reflect significantly higher overall percentages than State averages for inmates not yet arraigned.

(3) The Central Texas and Houston-Galveston planning areas reflect significantly higher overall percentages than State averages for inmates arraigned and awaiting trial.

(4) The Texoma planning area reflects a significantly higher overall percentage than the State average for inmates convicted and awaiting further legal action.

(5) The Capitol, El Paso, Permian Basin, and West Central Texas planning areas reflect significantly higher overall percentages than State averages for inmates serving sentences of one year or less.

(6) The North Central Texas planning area reflects a significantly higher overall percentage than the State average for inmates serving sentences of more than one year.

II. REGIONAL PLANNING AREAS

The purpose of this Section is to provide data on Texas jails and inmates for each of the regional planning areas in the State. The State of Texas is divided by counties into 24 distinct regional planning areas. These planning areas are variously termed Council of Governments (10), Regional Planning Commission (5), Development Council (5), Association of Governments (1), Law Enforcement Planning Committee (1), Planning Council (1), or Council (1); however, all regional planning areas have identical functions of planning for current and projected governmental programs and plans for their respective areas.[2] Each regional plan-

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[2]Information furnished courtesy of the Criminal Justice Council, Office of the Governor, Austin, Texas, February 1, 1971.

ning agency analyzes existent and future needs and problems, establishes priorities and programs for meeting them, and makes appropriate recommendations to the Division of Planning Coordination, Office of the Governor, Austin, Texas. Additionally, approved plans and programs are implemented by and coordinated through each regional planning agency.

The regional planning areas are voluntary associations of local governments and have been authorized by the Texas Legislature.[3] The first regional council was organized in 1966. By mid-1969 there were 21 such councils, and by 1971 there were 24 councils. These agencies serve over 75 percent of the population of Texas. Voluntary membership includes over 180 of the 254 counties in the State, and approximately 300 cities, 175 school districts and 70 special purpose districts. The regional planning agencies provide ". . . general comprehensive planning of public facilities and projections of future regional needs . . . " and ". . . planning and services in criminal justice, health, cooperative purchasing, police training, information systems, governmental application and review and comment."[4] (See Appendix C for geographic locations and names of regional planning areas).

The following general observations are given for Tables II through X, which provide summary data for each of the 24 regional

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[3] Texas Almanac, p. 593.

[4] Ibid.

TABLE II

NUMBER OF JAILS, EMPLOYEES, INMATE POPULATION, AND CURRENT OPERATING AND PLANNED CONSTRUCTION EXPENDITURES

Regional Planning Areas	Number of jails	Number of jail employees (full-time equivalent)	Inmate population March 15, 1970	Ratio of inmates to full-time equivalent employees	Operating cost Fiscal Year 1969	Planned construction expenditures Fiscal Year 1970
Alamo	14	153	805	5:1	1,062,000	0
Ark-Tex	12	12	130	11:1	103,000	24,000
Brazos Valley	6	7	93	13:1	60,000	0
Capitol	10	25	296	12:1	207,000	2,000
Central Texas	6	6	98	16:1	78,000	0
Coastal Bend	16	34	199	6:1	280,000	4,000
Concho Valley	11	13	53	4:1	81,000	1,000
Deep East Texas	14	14	160	11:1	164,000	4,000
East Texas	18	31	318	10:1	275,000	35,000
El Paso	6	36	394	11:1	384,000	0
Golden Crescent	8	5	38	8:1	40,000	30,000
Heart of Texas	10	13	143	11:1	115,000	1,000
Houston-Galveston	26	360	2,829	8:1	3,409,000	115,000
Lower Rio Grande	5	28	297	11:1	219,000	27,000
Middle Rio Grande	10	14	197	14:1	140,000	0
Nortex	15	20	143	7:1	176,000	0
North Central Texas	33	211	2,683	13:1	2,664,000	180,000
Panhandle	29	29	337	12:1	305,000	150,000
Permian Basin	20	36	362	10:1	313,000	90,000
South East Texas	5	23	273	12:1	261,000	0
South Plains	19	19	266	14:1	153,000	0
South Texas	3	24	311	13:1	125,000	10,000
Texoma	6	9	110	12:1	73,000	0
West Central Texas	23	22	185	8:1	161,000	300,000
STATE TOTALS	325	1,144	10,720	9:1	10,848,000	973,000

TABLE III

INMATE POPULATION BY PRE-CONVICTION STATUS

Regional Planning Areas	Total Inmate Population				Pre-conviction Status							
					Persons held for other authorities or not yet arraigned				Persons arraigned and awaiting trial			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Alamo	805	704	94	7	119	109	4	6	410	384	25	1
Ark-Tex	130	123	5	2	47	43	3	1	48	47	1	0
Brazos Valley	93	92	0	1	25	24	0	1	50	50	0	0
Capitol	296	282	12	2	54	49	3	2	100	98	2	0
Central Texas	98	95	1	2	13	13	0	0	65	62	1	2
Coastal Bend	199	191	6	2	85	81	3	1	50	49	0	1
Concho Valley	53	49	0	4	24	20	0	4	19	19	0	0
Deep East Texas	160	143	10	7	36	22	7	7	72	69	3	0
East Texas	318	289	17	12	84	68	6	10	139	128	9	2
El Paso	394	377	11	6	30	25	0	5	213	206	7	0
Golden Crescent	38	38	0	0	8	8	0	0	10	10	0	0
Heart of Texas	143	139	4	0	59	56	3	0	42	41	1	0
Houston-Galveston	2,829	2,649	162	18	525	484	27	14	1,712	1,591	117	4
Lower Rio Grande	297	284	9	4	67	64	3	0	148	140	4	4
Middle Rio Grande	197	195	0	2	56	54	0	2	113	113	0	0
Nortex	143	119	11	13	35	28	5	2	73	59	4	10
North Central Texas	2,683	2,538	118	27	505	463	15	27	1,352	1,284	68	0
Panhandle	337	312	12	13	65	55	3	7	130	119	5	6
Permian Basin	362	338	14	10	124	118	0	6	124	114	6	4
South East Texas	273	264	9	0	63	63	0	0	122	115	7	0
South Plains	266	248	10	8	109	97	4	8	73	71	2	0
South Texas	311	295	2	14	111	96	1	14	180	180	0	0
Texoma	110	94	5	11	40	28	1	11	13	11	2	0
West Central	185	176	5	4	51	47	1	3	61	58	2	1
STATE TOTALS	10,720	10,034	517	169	2,335	2,115	89	131	5,319	5,018	266	35

TABLE IV

INMATE POPULATION BY POST-CONVICTION STATUS

Regional Planning Areas	Post-conviction Status											
	Convicted persons awaiting further legal action				Persons serving sentences of one year or less				Persons serving sentences of more than one year			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Alamo	122	117	5	0	134	74	60	0	20	20	0	0
Ark-Tex	2	1	0	1	32	31	1	0	1	1	0	0
Brazos Valley	2	2	0	0	16	16	0	0	0	0	0	0
Capitol	23	21	2	0	118	113	5	0	1	1	0	0
Central Texas	6	6	0	0	13	13	0	0	1	1	0	0
Coastal Bend	17	17	0	0	44	41	3	0	3	3	0	0
Concho Valley	3	3	0	0	7	7	0	0	0	0	0	0
Deep East Texas	1	1	0	0	44	44	0	0	7	7	0	0
East Texas	13	13	0	0	79	77	2	0	3	3	0	0
El Paso	11	11	0	0	137	132	4	1	3	3	0	0
Golden Crescent	2	2	0	0	17	17	0	0	1	1	0	0
Heart of Texas	4	4	0	0	26	26	0	0	12	12	0	0
Houston-Galveston	158	157	1	0	370	355	15	0	64	62	2	0
Lower Rio Grande	11	11	0	0	71	69	2	0	0	0	0	0
Middle Rio Grande	7	7	0	0	21	21	0	0	0	0	0	0
Nortex	9	9	0	0	24	21	2	1	2	2	0	0
North Central Texas	168	159	9	0	398	379	19	0	260	253	7	0
Panhandle	49	48	1	0	84	81	3	0	9	9	0	0
Permian Basin	22	22	0	0	92	84	8	0	0	0	0	0
South East Texas	13	13	0	0	70	68	2	0	5	5	0	0
South Plains	28	28	0	0	54	50	4	0	2	2	0	0
South Texas	8	7	1	0	12	12	0	0	0	0	0	0
Texoma	48	46	2	0	8	8	0	0	1	1	0	0
West Central Texas	7	7	0	0	64	62	2	0	2	2	0	0
STATE TOTALS	734	712	21	1	1,935	1,801	132	2	397	388	9	0

TABLE V

NUMBER OF JAILS BY TYPE OF RETENTION AUTHORITY

Regional Planning Areas	Total number of institutions	Type of Retention Authority					
		Number holding persons not yet arraigned or being held for other authorities			Number holding persons arraigned and awaiting trial		
		Adult			Adult		
		Male	Female	Juvenile	Male	Female	Juvenile
Alamo	14	14	14	11	13	13	10
Ark-Tex	12	12	12	12	10	10	9
Brazos Valley	6	6	6	4	6	6	4
Capitol	10	10	10	7	8	8	6
Central	6	6	6	3	5	5	3
Coastal Bend	16	16	15	12	16	15	10
Concho Valley	11	11	10	8	11	10	6
Deep East Texas	14	14	14	13	13	12	11
East Texas	18	18	18	17	15	15	13
El Paso	6	6	5	4	6	5	4
Golden Crescent	8	8	7	7	7	6	6
Heart of Texas	10	10	10	5	7	7	5
Houston-Galveston	26	25	24	19	24	23	15
Lower Rio Grande	5	5	5	5	4	4	1
Middle Rio Grande	10	10	9	9	9	8	6
Nortex	15	14	13	11	14	13	10
North Central Texas	33	31	27	24	25	21	16
Panhandle	29	29	26	22	27	24	19
Permian Basin	20	20	17	15	19	16	12
South East Texas	5	5	4	1	5	4	1
South Plains	19	19	17	13	18	15	9
South Texas	3	3	3	3	3	3	3
Texoma	6	6	6	4	4	4	3
West Central	23	23	21	20	20	19	15
STATE TOTALS	325	321	299	249	289	266	197

TABLE V - Continued

Regional Planning Areas	Type of Retention Authority								
	Number holding convicted persons awaiting further legal action			Number holding persons serving sentences of one year or less			Number holding persons serving sentences of more than one year		
	Adult			Adult			Adult		
	Male	Female	Juvenile	Male	Female	Juvenile	Male	Female	Juvenile
Alamo	11	11	2	11	11	2	6	6	2
Ark-Tex	9	9	2	10	10	2	2	2	0
Brazos Valley	5	4	0	5	4	0	3	3	0
Capitol	7	7	1	8	8	1	3	3	0
Central Texas	5	5	2	4	4	1	2	2	1
Coastal Bend	11	10	4	13	11	2	5	4	1
Concho Valley	11	10	3	9	8	1	7	6	1
Deep East Texas	13	13	2	13	13	1	7	7	0
East Texas	11	11	5	13	11	6	5	5	1
El Paso	5	3	1	6	5	2	1	0	0
Golden Crescent	6	5	2	7	6	2	4	3	2
Heart of Texas	7	7	2	7	7	1	2	1	0
Houston-Galveston	15	13	4	16	13	2	8	6	1
Lower Rio Grande	3	3	0	4	4	0	1	1	0
Middle Rio Grande	8	6	1	7	7	1	3	3	0
Nortex	10	8	2	12	10	2	4	2	0
North Central Texas	17	16	3	22	19	1	11	10	0
Panhandle	22	19	8	21	17	5	9	7	4
Permian Basin	15	12	9	17	14	7	9	9	5
South East Texas	4	3	1	4	3	0	2	1	0
South Plains	14	12	3	14	11	1	4	4	1
South Texas	2	2	1	3	3	1	0	0	0
Texoma	2	2	1	3	3	1	1	1	1
West Central Texas	19	16	4	17	17	2	10	10	1
STATE TOTALS	232	207	63	246	219	44	109	96	21

TABLE VI

JAIL EMPLOYMENT AND PAYROLL FOR MARCH, 1970

Regional Planning Areas	Number of Employees			March Payroll			Average earnings of full-time employees
	Total	Full-time	Part-time	Total	Full-time	Part-time	
Alamo	163	149	14	65,075	63,675	1,400	427
Ark-Tex	24	8	16	4,548	2,703	1,845	338
Brazos Valley	13	5	8	2,690	1,690	1,000	338
Capitol	37	19	18	10,934	8,496	2,438	447
Central Texas	12	4	8	2,923	1,808	1,115	452
Coastal Bend	49	30	19	15,202	13,047	2,155	435
Concho Valley	23	9	14	4,403	3,335	1,068	371
Deep East Texas	33	5	28	4,821	1,900	2,921	380
East Texas	52	21	31	12,028	8,505	3,523	405
El Paso	44	31	13	17,374	14,972	2,402	483
Golden Crescent	8	4	4	2,580	1,924	656	481
Heart of Texas	20	12	8	5,755	4,967	788	414
Houston-Galveston	386	346	40	185,187	180,087	5,100	520
Lower Rio Grande	32	27	5	10,932	9,938	994	368
Middle Rio Grande	23	11	12	5,715	4,115	1,600	374
Nortex	32	17	15	9,913	8,238	1,675	485
North Central Texas	257	186	71	104,847	97,142	7,705	522
Panhandle	56	20	36	13,788	8,670	5,118	434
Permian Basin	55	24	31	15,680	10,430	5,250	435
South East Texas	26	22	4	12,515	11,965	550	544
South Plains	38	13	25	8,677	5,783	2,894	445
South Texas	25	24	1	7,205	7,155	50	298
Texoma	13	8	5	3,205	2,705	500	338
West Central Texas	42	15	27	7,158	3,658	3,500	244
STATE TOTALS	1,463	1,010	453	533,155	476,908	56,247	472

TABLE VII

NUMBER OF ADULT JAILS HOLDING JUVENILES BY TYPE OF RETENTION AUTHORITY

Regional Planning Areas	Total number of institutions receiving juveniles	Number holding juveniles not yet arraigned or for other authorities	Number holding juveniles arraigned and awaiting trial	Number holding convicted juveniles awaiting further legal action	Number holding juveniles serving sentences of one year or less	Number holding juveniles serving sentences of more than one year
Alamo	11	11	10	2	2	2
Ark-Tex	12	12	9	2	2	0
Brazos Valley	4	4	4	0	0	0
Capitol	7	7	6	1	1	0
Central Texas	3	3	3	2	1	1
Coastal Bend	12	12	10	4	2	1
Concho Valley	8	8	6	3	1	1
Deep East Texas	12	13	11	2	1	0
East Texas	17	17	13	5	6	1
El Paso	4	4	4	1	2	0
Golden Crescent	7	7	6	2	2	2
Heart of Texas	5	5	5	2	1	0
Houston-Galveston	19	19	15	4	2	1
Lower Rio Grande	5	5	1	0	0	0
Middle Rio Grande	9	9	6	1	1	0
Nortex	13	11	10	2	2	0
North Central Texas	24	24	16	3	1	0
Panhandle	22	22	19	8	5	4
Permian Basin	14	15	12	9	7	5
South East Texas	1	1	1	1	0	0
South Plains	13	13	9	3	1	1
South Texas	3	3	3	1	1	0
Texoma	4	4	3	1	1	1
West Central Texas	20	20	15	4	2	1
STATE TOTALS	249	249	197	63	44	21

TABLE VIII

NUMBER OF JAILS BY EXTENT OF OVERCROWDING OR UNDER CAPACITY
MARCH 1970

Regional Planning Areas	Total number of institutions	Designed capacity	Number of inmates on March 15	Percent over capacity	Percent under capacity
Alamo	14	1,055	805	0	24
Ark-Tex	12	371	130	0	65
Brazos Valley	6	172	93	0	46
Capitol	10	471	296	0	37
Central Texas	6	165	98	0	41
Coastal Bend	16	780	199	0	74
Concho Valley	11	271	53	0	80
Deep East Texas	14	452	160	0	65
East Texas	18	825	318	0	61
El Paso	6	751	394	0	48
Golden Crescent	8	266	38	0	86
Heart of Texas	10	273	143	0	48
Houston-Galveston	26	3,094	2,829	0	9
Lower Rio Grande	5	456	297	0	35
Middle Rio Grande	10	447	197	0	56
Nortex	15	422	143	0	66
North Central Texas	33	2,789	2,683	0	4
Panhandle	29	772	337	0	56
Permian Basin	20	822	362	0	56
South East Texas	5	398	273	0	31
South Plains	19	922	266	0	71
South Texas	3	190	311	64	0
Texoma	6	282	110	0	61
West Central Texas	23	745	185	0	75
STATE TOTALS	325	17,191	10,720	0	38

TABLE IX

NUMBER AND PERCENT OF CELLS IN CITY (OVER 25,000 POPULATION) AND COUNTY JAILS BY AGE OF CELL

Regional Planning Areas	Total number of institutions	Total number of cells	Cells 1 day to 25 years old		Cells 26-50 years old		Cells 51-75 years old		Cells 76-100 years old		Cells over 100 years old	
			No	%	No	%	No	%	No	%	No	%
Alamo	13	350	290	82.9	30	8.6	5	1.4	25	7.1	0	0.0
Ark-Tex	10	154	47	30.5	16	10.4	85	55.2	6	3.9	0	0.0
Brazos Valley	6	52	42	80.8	5	9.6	5	9.6	0	0.0	0	0.0
Capitol	8	334	142	42.5	125	37.4	12	3.6	55	16.5	0	0.0
Central Texas	4	33	24	72.7	5	15.2	0	0.0	4	12.1	0	0.0
Coastal Bend	14	262	173	66.0	63	24.0	26	10.0	0	0.0	0	0.0
Concho Valley	11	86	25	29.1	13	15.1	48	55.8	0	0.0	0	0.0
Deep East Texas	12	166	87	52.4	60	36.2	9	5.4	10	6.0	0	0.0
East Texas	14	312	122	39.1	185	59.3	5	1.6	0	0.0	0	0.0
El Paso	6	91	36	39.6	4	4.4	31	34.0	20	22.0	0	0.0
Golden Crescent	7	93	58	62.4	30	32.3	5	5.3	0	0.0	0	0.0
Heart of Texas	7	107	42	39.3	32	29.9	33	30.8	0	0.0	0	0.0
Houston-Galveston	20	1,146	656	57.2	484	42.2	0	0.0	6	0.6	0	0.0
Lower Rio Grande	4	224	13	5.8	9	4.0	202	90.2	0	0.0	0	0.0
Middle Rio Grande	7	59	51	86.4	4	6.8	0	0.0	4	6.8	0	0.0
Nortex	12	284	209	73.6	52	18.3	20	7.0	3	1.1	0	0.0
North Central Texas	22	743	506	68.1	187	25.2	5	0.6	45	6.1	0	0.0
Panhandle	25	229	130	56.8	83	36.2	16	7.0	0	0.0	0	0.0
Permian Basin	18	326	242	74.2	76	23.3	6	1.8	2	.7	0	0.0
South East Texas	5	77	20	26.0	57	74.0	0	0.0	0	0.0	0	0.0
South Plains	16	221	69	31.2	133	60.2	13	5.9	6	2.7	0	0.0
South Texas	3	30	12	40.0	16	53.3	2	6.7	0	0.0	0	0.0
Texoma	3	31	10	32.3	21	67.7	0	0.0	0	0.0	0	0.0
West Central Texas	18	280	111	39.7	104	37.1	40	14.3	25	8.9	0	0.0
STATE TOTALS	265	5,690	3,117	54.8	1,794	31.5	568	10.0	211	3.7	0	0.0

TABLE X

NUMBER AND PERCENT OF CITY (OVER 25,000 POPULATION) AND COUNTY JAILS WITH SELECTED FACILITIES

Regional Planning Areas	Total number of institutions	Recreational facilities		Educational facilities	
		Number	Percent	Number	Percent
Alamo	13	1	7.6	1	7.6
Ark-Tex	10	0	0.0	0	0.0
Brazos Valley	6	0	0.0	1	16.6
Capitol	8	0	0.0	0	0.0
Central Texas	4	0	0.0	0	0.0
Coastal Bend	14	0	0.0	0	0.0
Concho Valley	11	0	0.0	0	0.0
Deep East Texas	12	0	0.0	0	0.0
East Texas	14	0	0.0	0	0.0
El Paso	6	1	16.6	1	16.6
Golden Crescent	7	0	0.0	0	0.0
Heart of Texas	7	0	0.0	0	0.0
Houston-Galveston	20	1	5.0	1	5.0
Lower Rio Grande	4	0	0.0	1	25.0
Middle Rio Grande	7	0	0.0	0	0.0
Nortex	12	0	0.0	1	8.3
North Central Texas	22	1	4.5	1	4.5
Panhandle	25	2	8.0	1	4.0
Permian Basin	18	0	0.0	0	0.0
South East Texas	5	0	0.0	0	0.0
South Plains	16	0	0.0	0	0.0
South Texas	3	0	0.0	0	0.0
Texoma	3	0	0.0	0	0.0
West Central Texas	18	1	5.5	0	0.9
STATE TOTALS	265	7	2.6	8	3.0

TABLE X - Continued

Regional Planning Areas	Medical facilities		Visiting facilities		Toilet facilities	
	Number	Percent	Number	Percent	Number	Percent
Alamo	5	38.4	8	61.5	13	100.0
Ark-Tex	4	40.0	4	40.0	9	90.0
Brazos Valley	3	50.0	5	83.3	6	100.0
Capitol	2	25.0	7	87.5	8	100.0
Central Texas	1	25.0	4	100.0	4	100.0
Coastal Bend	9	64.2	11	78.5	14	100.0
Concho Valley	3	27.2	6	54.5	11	100.0
Deep East Texas	1	8.3	11	91.6	12	100.0
East Texas	5	35.7	9	64.2	14	100.0
El Paso	4	66.6	5	83.3	5	83.3
Golden Crescent	1	14.2	4	57.1	7	100.0
Heart of Texas	2	28.5	4	57.1	7	100.0
Houston-Galveston	13	65.0	19	95.0	20	100.0
Lower Rio Grande	1	25.0	4	100.0	4	100.0
Middle Rio Grande	2	28.5	5	71.4	7	100.0
Nortex	4	33.3	6	50.0	12	100.0
North Central Texas	8	36.3	17	77.2	21	95.4
Panhandle	10	40.0	16	64.0	25	100.0
Permian Basin	7	38.8	7	38.8	17	94.4
South East Texas	3	60.0	3	60.0	5	100.0
South Plains	4	25.0	11	68.7	15	93.7
South Texas	2	66.6	2	66.6	2	66.6
Texoma	1	33.3	2	66.6	3	100.0
West Central Texas	5	27.7	11	61.1	17	94.4
STATE TOTALS	100	37.7	181	68.3	258	97.4

planning areas in the State, as well as for overall State totals:

(1) There were 10,720 total inmates confined on March 15, 1970, in 325 jails. Adult males comprised the greatest majority of these inmates (10,034); 7,133, or 71 percent, of the male inmates were in a pre-conviction status. The Houston-Galveston Area Council, with 2,237 total inmates (2,075 males) in a pre-conviction status, and the North Central Texas Council of Governments, with 1,857 total inmates (1,747 males) in a pre-conviction status, had the largest combined percentage (51 percent) of total prisoners in the State.

(2) The designed capacity of the 325 jails in the State was for 17,191 inmates. The State reflected an overall under capacity figure of 38 percent (10,720 inmates); however, the South Texas Development Council, considered individually, had 311 inmates, which was 64 percent over its total designed capacity of 190 inmates.

(3) Two hundred and sixty-five (265) of the 325 jails in the State were required to report on the presence or absence of recreational, educational, medical, visiting, and toilet facilities (the 60 jails in cities under 25,000 population were exempt from this requirement). Of the 265 jails reporting, only 7 (2.6 percent) reported having recreational facilities for inmates; 8 (3.0 percent) reported having educational facilities; and 100 (37.7 percent), medical facilities. Conversely, 181 (68.3 percent)

reported having visiting facilities and 258 (97.4 percent), toilet facilities for inmates. For the 24 regional planning areas considered together, 18 reported that they had no recreational facilities for inmates, and 16 reported no educational facilities in any of their jails. All planning areas reported having medical, visiting, and toilet facilities, although percentages varied from 8.3 percent to 100.0 percent for each area considered overall.

(4) Data was also gathered as to the physical age of the 5,690 cells within the 265 larger jails in the State. Significantly, 3,117 (54.8 percent) of the cells were reported as being 25 years old or less and 1,794 (31.5 percent), 26 to 50 years old. Of the remaining cells, 568 (10.0 percent) were reported as being 51 to 75 years old, and 211 (3.7 percent), 76 to 100 years old. Considering the regional planning areas individually, the Lower Rio Grande Valley Development Council reported that 202, or 90.2 percent, of 224 total cells in its four jails were from 51 to 75 years old, whereas the Middle Rio Grande Development Council reported that 51, or 86.4 percent, of its 59 total cells in seven jails were from one day to 25 years old.

(5) The overall ratio of inmates to full-time equivalent employees for the State was 9:1. Only seven regional planning areas reflected lower ratios, ranging from 4:1 for the Concho Valley Council of Governments to 8:1, each, for the Golden Crescent Council of Governments, the Houston-Galveston Area Council,

and the West Central Texas Council of Governments. The other 17 planning areas reflected ratios ranging from 10:1 for the East Texas Council of Governments and the Permian Basin Law Enforcement Planning Committee to 16:1 for the Central Texas Council of Governments.

(6) The total operating cost for Fiscal Year (FY) 1969 for the 325 jails was $10,848,000.00, with planned construction expenditures for FY 1970 totaling $973,000.00. The Houston-Galveston Area Council, with $3,409,000.00, the North Central Texas Council of Governments, with $2,664,000.00, and the Alamo Area Council of Governments, with $1,062,000.00, represent 66 percent of the total operating costs for the State for FY 1969. Of the $973,000.00 planned construction figure for the State for FY 1970, 77 percent is represented by the West Central Texas Council of Governments ($300,000.00), the North Central Texas Council of Governments (180,000.00), the Panhandle Regional Planning Commission ($150,000.00), and the Houston-Galveston Area Council ($115,000.00).

III. STANDARD METROPOLITAN STATISTICAL AREAS

There are, by federal agency definition, 23 Standard Metropolitan Statistical Areas (SMSA) in the State of Texas. These SMSA contain 39 Texas counties and Miller County, Arkansas. The Texas SMSA contain approximately 15 percent of the land area and

approximately 85 percent of the State's manufacturing and 87 percent of its payrolls.[5] (See Appendix D for geographic locations and names of SMSA).

The following general observations are given for Tables XI through XIX, which provide summary data for each of the 23 SMSA in the State, as well as for overall State totals:

(1) The Texas SMSA account for 93 (29 percent) of the 325 jails in the State. There are 933 full-time equivalent employees and a total of 8,737 inmates. This is 73 percent of the employees in the State and 82 percent of the inmates. The ratio of inmates to full-time equivalent employees is 9:1. The combined operating cost for the 93 jails considered is $8,926,000.00, or 82 percent of the State total. Seventy-five percent of the planned construction expenditures for the State are found in the SMSA.

(2) Of the 8,737 inmates in SMSA jails, approximately 94 percent are males. Pre-conviction inmates accounted for 6,292 (72 percent) of the total inmates, whereas 2,445 (28 percent) of the total inmates were in a post-conviction status.

(3) The 93 SMSA jails have a total designed capacity of 10,595 inmates, or 62 percent of the total designed capacity for the State. With 8,737 inmates on March 15, 1970, these jails, taken as a whole, were operating at 18 percent under capacity. Exceptions to this were the Dallas, Houston, and Laredo SMSA.

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[5] Texas Almanac, p. 192.

TABLE XI

NUMBER OF JAILS, EMPLOYEES, INMATE POPULATION, AND CURRENT OPERATING AND PLANNED CONSTRUCTION EXPENDITURES

Standard Metropolitan Statistical Areas	Number of jails	Number of jail employees (full-time equivalent)	Inmate population March 15, 1970	Ratio of inmates to full-time equivalent employees	Operating cost Fiscal Year 1969	Planned construction expenditures Fiscal Year 1970
Abilene	4	9	97	11:1	59,000	300,000
Amarillo	3	10	178	18:1	123,000	0
Austin	1	19	235	12:1	152,000	0
Beaumont-Port Arthur	5	22	273	12:1	261,000	0
Brownsville-Harlingen-San Benito	2	19	165	9:1	108,000	27,000
Corpus Christi	5	26	152	6:1	218,000	0
Dallas	14	125	1,818	15:1	1,644,000	100,000
El Paso	2	31	351	11:1	351,000	0
Fort Worth	12	77	773	10:1	925,000	80,000
Galveston-Texas City	3	31	138	4:1	310,000	0
Houston	15	315	2,591	8:1	2,994,000	110,000
Laredo	1	21	299	14:1	114,000	0
Lubbock	3	12	186	16:1	72,000	0
McAllen-Pharr-Edinburg	2	8	122	15:1	101,000	0
Midland	2	10	62	6:1	74,000	90,000
Odessa	2	10	92	9:1	93,000	0
San Angelo	2	7	37	5:1	48,000	0
San Antonio	2	140	734	5:1	952,000	0
Sherman-Denison	2	7	80	11:1	45,000	0
Texarkana*	2	3	47	16:1	26,000	24,000
Tyler	1	10	96	10:1	70,000	0
Waco	4	8	120	15:1	78,000	0
Wichita Falls	4	13	91	7:1	108,000	0
TOTALS	93	933	8,737	9:1	8,926,000	731,000

*Data for Miller County, Arkansas, not included.

TABLE XII

INMATE POPULATION BY PRE-CONVICTION STATUS

Standard Metropolitan Statistical Areas	Total Inmate Population				Pre-conviction Status							
					Persons held for other authorities or not yet arraigned				Persons arraigned and awaiting trial			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Abilene	97	93	3	1	17	15	1	1	29	28	1	0
Amarillo	178	162	6	10	21	15	1	5	72	65	2	5
Austin	235	224	11	0	26	24	2	0	82	80	2	0
Beaumont-Port Arthur	273	264	9	0	63	63	0	0	122	115	7	0
Brownsville-Harlingen-San Benito	165	162	3	0	54	51	3	0	52	52	0	0
Corpus Christi	152	146	6	0	68	65	3	0	39	39	0	0
Dallas	1,818	1,729	86	3	342	328	11	3	1,019	969	50	0
El Paso	351	339	11	1	3	3	0	0	213	206	7	0
Fort Worth	773	721	29	23	153	126	4	23	296	281	15	0
Galveston-Texas City	138	119	9	10	50	31	9	10	33	33	0	0
Houston	2,591	2,435	151	5	446	427	18	1	1,646	1,527	115	4
Laredo	299	284	1	14	104	90	0	14	180	180	0	0
Lubbock	186	174	6	6	74	68	0	6	62	60	2	0
McAllen-Pharr-Edinburg	122	112	6	4	11	11	0	0	93	85	4	4
Midland	62	61	0	1	28	27	0	1	29	29	0	0
Odessa	92	85	3	4	2	0	0	2	54	49	3	2
San Angelo	37	33	0	4	13	9	0	4	19	19	0	0
San Antonio	734	636	94	4	101	93	4	4	380	355	25	0
Sherman-Denison	80	67	4	9	20	10	1	9	3	2	1	0
Texarkana*	47	47	0	0	17	17	0	0	10	10	0	0
Tyler	96	88	8	0	8	8	0	0	70	64	6	0
Waco	120	116	4	0	50	47	3	0	36	35	1	0
Wichita Falls	91	72	7	12	26	21	3	2	56	44	2	10
TOTALS	8,737	8,169	457	111	1,697	1,549	63	85	4,595	4,327	243	25

*Data for Miller County, Arkansas, not included.

TABLE XIII

INMATE POPULATION BY POST-CONVICTION STATUS

Standard Metropolitan Statistical Areas	Post-conviction Status											
	Convicted persons awaiting further legal action				Persons serving sentences of one year or less				Persons serving sentences of more than one year			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Abilene	2	2	0	0	48	47	1	0	1	1	0	0
Amarillo	22	22	0	0	60	57	3	0	3	3	0	0
Austin	22	20	2	0	105	100	5	0	0	0	0	0
Beaumont-Port Arthur	13	13	0	0	70	68	2	0	5	5	0	0
Brownsville-Harlingen-San Benito	8	8	0	0	51	51	0	0	0	0	0	0
Corpus Christi	16	16	0	0	26	23	3	0	3	3	0	0
Dallas	124	115	9	0	140	129	11	0	193	188	5	0
El Paso	5	5	0	0	127	122	4	1	3	3	0	0
Fort Worth	38	38	0	0	220	212	8	0	66	64	2	0
Galveston-Texas City	10	10	0	0	30	30	0	0	15	15	0	0
Houston	140	139	1	0	311	296	15	0	48	46	2	0
Laredo	8	7	1	0	7	7	0	0	0	0	0	0
Lubbock	14	14	0	0	36	32	4	0	0	0	0	0
McAllen-Pharr-Edinburg	3	3	0	0	15	13	2	0	0	0	0	0
Midland	5	5	0	0	0	0	0	0	0	0	0	0
Odessa	7	7	0	0	29	29	0	0	0	0	0	0
San Angelo	2	2	0	0	3	3	0	0	0	0	0	0
San Antonio	116	111	5	0	117	57	60	0	20	20	0	0
Sherman-Denison	48	46	2	0	8	8	0	0	1	1	0	0
Texarkana	0	0	0	0	20	20	0	0	0	0	0	0
Tyler	0	0	0	0	18	16	2	0	0	0	0	0
Waco	3	3	0	0	23	23	0	0	8	8	0	0
Wichita Falls	3	3	0	0	4	2	2	0	2	2	0	0
TOTALS	609	589	20	0	1,468	1,345	122	1	368	359	9	0

*Data for Miller County, Arkansas, not included

TABLE XIV

NUMBER OF JAILS BY TYPE OF RETENTION AUTHORITY

Standard Metropolitan Statistical Areas	Total number of institutions	Type of Retention Authority					
		Number holding persons not yet arraigned or being held for other authorities			Number holding persons arraigned and awaiting trial		
		Adult			Adult		
		Male	Female	Juvenile	Male	Female	Juvenile
Abilene	4	4	3	3	3	3	2
Amarillo	3	3	3	3	3	3	3
Austin	1	1	1	0	1	1	0
Beaumont-Port Arthur	5	5	4	1	5	4	1
Brownsville-Harlingen-San Benito	2	2	2	2	1	2	0
Corpus Christi	5	5	5	3	5	5	3
Dallas	14	13	11	10	12	10	7
El Paso	2	2	2	1	2	2	1
Fort Worth	12	11	9	8	6	4	3
Galveston-Texas City	3	3	3	3	2	2	2
Houston	15	14	13	8	14	13	5
Laredo	1	1	1	1	1	1	1
Lubbock	3	3	3	3	2	2	1
McAllen-Pharr-Edinburg	2	2	2	2	2	2	1
Midland	2	2	1	1	1	0	0
Odessa	2	2	2	2	2	2	2
San Angelo	2	2	2	2	2	2	2
San Antonio	2	2	2	1	2	2	1
Sherman-Denison	2	2	2	2	1	1	1
Texarkana*	2	2	2	2	2	2	2
Tyler	1	1	1	1	1	1	1
Waco	4	4	4	0	2	4	0
Wichita Falls	4	4	4	3	3	3	2
TOTALS	93	90	82	62	75	71	41

*Data for Miller County, Arkansas, not included.

TABLE XIV - Continued

Standard Metropolitan Statistical Areas	Type of Retention Authority								
	Number holding convicted persons awaiting further legal action			Number holding persons serving sentences of one year or less			Number holding persons serving sentences of more than one year		
	Adult			Adult			Adult		
	Male	Female	Juvenile	Male	Female	Juvenile	Male	Female	Juvenile
Abilene	3	2	3	3	3	1	2	2	0
Amarillo	2	2	2	3	3	2	2	2	2
Austin	1	1	0	1	1	0	1	1	0
Beaumont-Port Arthur	4	3	1	4	3	0	2	1	0
Brownsville-Harlingen-San Benito	1	1	0	1	1	0	0	0	0
Corpus Christi	3	3	1	3	3	0	1	1	0
Dallas	7	6	1	9	7	1	6	6	0
El Paso	1	0	0	2	2	1	1	0	0
Fort Worth	3	3	0	6	5	0	1	1	0
Galveston-Texas City	1	0	0	1	1	1	1	0	0
Houston	7	6	1	10	7	1	5	4	1
Laredo	1	1	0	1	1	1	0	0	0
Lubbock	1	1	0	2	2	0	0	0	0
McAllen-Pharr-Edinburg	1	1	0	2	2	0	1	1	0
Midland	1	0	0	0	0	0	0	0	0
Odessa	2	2	1	2	2	1	1	1	0
San Angelo	2	2	1	1	1	0	0	0	0
San Antonio	2	2	0	2	2	0	1	1	0
Sherman-Denison	1	1	1	1	1	1	1	1	1
Texarkana*	1	1	1	1	1	1	0	0	0
Tyler	1	1	1	1	1	1	0	0	0
Waco	2	2	0	3	3	0	1	1	0
Wichita Falls	2	2	0	3	3	0	1	1	0
TOTALS	50	43	14	62	55	12	28	24	4

*Data for Miller County, Arkansas, not included.

TABLE XV

JAIL EMPLOYMENT AND PAYROLL FOR MARCH, 1970

Standard Metropolitan Statistical Areas	Number of Employees			March Payroll			Average earnings of full-time employees
	Total	Full-time	Part-time	Total	Full-time	Part-time	
Abilene	12	8	4	2,016	1,616	400	202
Amarillo	12	10	2	5,088	4,745	343	474
Austin	21	18	3	8,624	8,246	378	458
Beaumont-Port Arthur	26	22	4	12,515	11,965	550	543
Brownsville-Harlingen-San Benito	20	19	1	6,232	5,938	294	312
Corpus Christi	31	25	6	11,906	11,306	600	452
Dallas	151	108	43	58,160	53,360	4,800	495
El Paso	33	30	3	15,884	14,782	1,102	493
Fort Worth	89	73	16	43,631	41,926	1,705	575
Galveston-Texas City	33	30	3	15,993	15,693	300	523
Houston	331	305	26	164,294	160,594	3,700	527
Laredo	21	21	0	6,555	6,555	0	312
Lubbock	15	10	5	5,302	4,558	744	456
McAllen-Pharr-Edinburg	9	8	1	4,100	4,000	100	500
Midland	12	9	3	4,155	3,855	300	428
Odessa	15	6	9	5,363	2,873	2,490	479
San Angelo	8	7	1	2,760	2,560	200	366
San Antonio	142	139	3	60,500	60,200	300	433
Sherman-Denison	9	6	3	2,525	2,225	300	371
Texarkana*	3	3	0	1,045	1,045	0	348
Tyler	11	10	1	4,548	4,500	48	450
Waco	11	7	4	4,028	3,628	400	518
Wichita Falls	15	13	2	6,851	6,711	140	516
TOTALS	1,030	887	143	452,075	432,881	19,194	488

*Data for Miller County, Arkansas, not included.

TABLE XVI

NUMBER OF ADULT JAILS HOLDING JUVENILES BY TYPE OF RETENTION AUTHORITY

Standard Metropolitan Statistical Areas	Total number of institutions receiving juveniles	Number holding juveniles not yet arraigned or for other authorities	Number holding juveniles arraigned and awaiting trial	Number holding convicted juveniles awaiting further legal action	Number holding juveniles serving sentences of one year or less	Number holding juveniles serving sentences of more than one year
Abilene	3	3	2	3	1	0
Amarillo	3	3	3	2	2	2
Austin	0	0	0	0	0	0
Beaumont-Port Arthur	1	1	1	1	0	0
Brownsville-Harlingen-San Benito	2	2	0	0	0	0
Corpus Christi	3	3	3	1	0	0
Dallas	10	10	7	1	1	0
El Paso	1	1	1	0	1	0
Fort Worth	8	8	3	0	0	0
Galveston-Texas City	3	3	2	0	1	0
Houston	8	8	5	1	1	1
Laredo	1	1	1	0	1	0
Lubbock	3	3	1	0	0	0
McAllen-Pharr-Edinburg	2	2	1	0	0	0
Midland	1	1	0	0	0	0
Odessa	2	2	2	1	1	0
San Angelo	2	2	2	1	0	0
San Antonio	1	1	1	0	0	0
Sherman-Denison	2	2	1	1	1	1
Texarkana*	2	2	2	1	1	0
Tyler	1	1	1	1	1	0
Waco	0	0	0	0	0	0
Wichita Falls	3	3	2	0	0	0
TOTALS	62	62	41	14	12	4

*Data for Miller County, Arkansas, not included.

TABLE XVII

NUMBER OF JAILS BY EXTENT OF OVERCROWDING OR UNDER CAPACITY
MARCH 1970

Standard Metropolitan Statistical Areas	Total number of institutions	Designed capacity	Number of inmates on March 15	Percent over capacity	Percent under capacity
Abilene	4	242	97	0	60
Amarillo	3	234	178	0	24
Austin	1	242	235	0	3
Beaumont-Port Arthur	5	398	273	0	31
Brownsville-Harlingen-San Benito	2	253	165	0	35
Corpus Christi	5	438	152	0	65
Dallas	14	1,562	1,818	16	0
El Paso	2	631	351	0	44
Fort Worth	12	921	773	0	16
Galveston-Texas City	3	271	138	0	49
Houston	15	2,530	2,591	2	0
Laredo	1	150	299	99	0
Lubbock	3	522	186	0	64
McAllen-Pharr-Edinburg	2	170	122	0	28
Midland	2	129	62	0	52
Odessa	2	232	92	0	60
San Angelo	2	164	37	0	77
San Antonio	2	727	734	1	0
Sherman-Denison	2	157	80	0	49
Texarkana*	2	100	47	0	53
Tyler	1	150	96	0	36
Waco	4	153	120	0	22
Wichita Falls	4	219	91	0	58
TOTALS	93	10,595	8,737	0	18

*Data for Miller County, Arkansas, not included.

TABLE XVIII

NUMBER AND PERCENT OF CELLS IN CITY (OVER 25,000 POPULATION) AND COUNTY JAILS BY AGE OF CELL

Standard Metropolitan Statistical Areas	Total number of institutions	Total number of cells	Cells 1 day to 25 years old		Cells 26-50 years old		Cells 51-75 years old		Cells 76-100 years old		Cells over 100 years old	
			No	%	No	%	No	%	No	%	No	%
Abilene	3	90	60	66.7	30	33.3	0	0.0	0	0.0	0	0.0
Amarillo	3	42	24	57.1	18	42.9	0	0.0	0	0.0	0	0.0
Austin	1	242	142	58.7	100	41.3	0	0.0	0	0.0	0	0.0
Beaumont-Port Arthur	5	77	20	26.0	57	74.0	0	0.0	0	0.0	0	0.0
Brownsville-Harlingen-San Benito	2	133	13	9.8	0	0.0	120	90.2	0	0.0	0	0.0
Corpus Christi	3	97	31	32.0	42	43.3	24	24.7	0	0.0	0	0.0
Dallas	10	387	306	79.1	36	9.3	0	0.0	45	11.6	0	0.0
El Paso	2	32	28	87.5	4	12.5	0	0.0	0	0.0	0	0.0
Fort Worth	5	207	180	87.0	27	13.0	0	0.0	0	0.0	0	0.0
Galveston-Texas City	3	98	98	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Houston	10	938	542	57.8	396	42.2	0	0.0	0	0.0	0	0.0
Laredo	1	21	12	57.1	9	42.9	0	0.0	0	0.0	0	0.0
Lubbock	2	33	22	66.7	11	33.3	0	0.0	0	0.0	0	0.0
McAllen-Pharr-Edinburg	1	82	0	0.0	0	0.0	82	100.0	0	0.0	0	0.0
Midland	2	16	16	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Odessa	2	145	145	100.0	0	0.0	0	0.0	0	0.0	0	0.0
San Angelo	2	25	25	100.0	0	0.0	0	0.0	0	0.0	0	0.0
San Antonio	2	238	230	96.6	8	3.4	0	0.0	0	0.0	0	0.0
Sherman-Denison	1	11	2	18.2	9	81.8	0	0.0	0	0.0	0	0.0
Texarkana*	2	30	30	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Tyler	1	40	40	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Waco	2	42	42	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Wichita Falls	3	213	201	94.4	0	0.0	12	5.6	0	0.0	0	0.0
TOTALS	68	3,239	2,209	68.2	747	23.1	238	7.3	45	1.4	0	0.0

*Data for Miller County, Arkansas, not included.

TABLE XIX

NUMBER AND PERCENT OF CITY (OVER 25,000 POPULATION) AND COUNTY JAILS WITH SELECTED FACILITIES

Standard Metropolitan Statistical Areas	Total number of institutions	Recreational facilities		Educational facilities	
		Number	Percent	Number	Percent
Abilene	3	1	33.3	0	00.0
Amarillo	3	0	00.0	0	00.0
Austin	1	0	00.0	0	00.0
Beaumont-Port Arthur	5	0	00.0	0	00.0
Brownsville-Harlingen-San Benito	2	0	00.0	1	50.0
Corpus Christi	3	0	00.0	0	00.0
Dallas	10	0	00.0	0	00.0
El Paso	2	0	00.0	1	50.0
Fort Worth	5	1	20.0	1	20.0
Galveston-Texas City	3	0	00.0	0	00.0
Houston	10	1	00.1	1	00.1
Laredo	1	0	00.0	0	00.0
Lubbock	2	0	00.0	0	00.0
McAllen-Pharr-Edinburg	1	0	00.0	0	00.0
Midland	2	0	00.0	0	00.0
Odessa	2	0	00.0	0	00.0
San Angelo	2	0	00.0	0	00.0
San Antonio	2	0	00.0	0	00.0
Sherman-Denison	1	0	00.0	0	00.0
Texarkana*	2	0	00.0	0	00.0
Tyler	1	0	00.0	0	00.0
Waco	2	0	00.0	0	00.0
Wichita Falls	3	0	00.0	0	00.0
TOTALS	68	3	00.1	4	00.1

*Data for Miller County, Arkansas, not included.

TABLE XIX - Continued

Standard Metropolitan Statistical Areas	Medical facilities		Visiting facilities		Toilet facilities	
	Number	Percent	Number	Percent	Number	Percent
Abilene	1	33.3	2	66.7	3	100.0
Amarillo	1	33.3	1	33.3	3	100.0
Austin	0	00.0	1	100.0	1	100.0
Beaumont-Port Arthur	3	60.0	3	60.0	5	100.0
Brownsville-Harlingen-San Benito	1	50.0	2	100.0	2	100.0
Corpus Christi	2	66.7	2	66.7	3	100.0
Dallas	4	40.0	9	90.0	9	90.0
El Paso	1	50.0	2	100.0	1	50.0
Fort Worth	2	40.0	4	80.0	5	100.0
Galveston-Texas City	3	100.0	3	100.0	3	100.0
Houston	6	60.0	10	100.0	10	100.0
Laredo	1	100.0	1	100.0	0	00.0
Lubbock	2	100.0	2	100.0	2	100.0
McAllen-Pharr-Edinburg	0	00.0	1	100.0	1	100.0
Midland	0	00.0	0	00.0	2	100.0
Odessa	1	50.0	2	100.0	1	50.0
San Angelo	0	00.0	2	100.0	2	100.0
San Antonio	0	00.0	2	100.0	2	100.0
Sherman-Denison	1	100.0	1	100.0	1	100.0
Texarkana*	1	50.0	1	50.0	2	100.0
Tyler	1	100.0	0	00.0	1	100.0
Waco	0	00.0	1	50.0	2	100.0
Wichita Falls	2	66.7	2	66.7	3	100.0
TOTALS	33	48.5	54	79.4	64	94.1

*Data for Miller County, Arkansas, not included.

(4) There are 3,239 total cells in the 68 county and large city SMSA jails. Of these, 2,209 (88 percent) are 25 years old or less; 747 (23 percent) are 26 to 50 years old; 238 (7 percent) are 51 to 75 years old; and 45 (1 percent), 76 to 100 years old.

(5) Only 0.1 percent of the 68 county and large city SMSA jails have recreational or educational facilities for inmates. Thirty-three (33) jails, or 49 percent, have medical facilities available for inmates; 54, or 79 percent, have visiting facilities; and 64, or 94 percent, toilet facilities.

(6) The total operating cost for Fiscal Year (FY) 1969 for the 93 SMSA jails was $8,926,000.00, which was 82 percent of the total for the State. The total planned construction expenditure for FY 1970 is $731,000.00, which is 75 percent of the State total. The Houston SMSA, with $2,994,000.00, the Dallas SMSA, with $1,644,000.00, and the San Antonio SMSA, with $952,000.00, represent 63 percent of the total 1969 operating cost of SMSA jails. The Abilene SMSA, with $300,000.00, the Houston SMSA, with $110,000.00, the Dallas SMSA, with $100,000.00, and the Midland SMSA, with $90,000.00, represent 82 percent of planned FY 1970 construction expenditures for SMSA jails.

IV. CITIES WITH POPULATION OF 25,000 OR MORE, AND COUNTIES

Tables XX through XXVIII provide data by regional planning areas for county jails and for jails in cities with a population

TABLE XX

NUMBER OF JAILS, EMPLOYEES, INMATE POPULATION, AND CURRENT OPERATING AND PLANNED CONSTRUCTION EXPENDITURES

Regional Planning Areas	Number of jails	Number of jail employees (full-time equivalent)	Inmate population March 15, 1970	Ratio of inmates to full-time equivalent employees	Operating cost Fiscal Year 1969	Planned construction expenditures Fiscal Year 1970
Alamo	13	152	803	5:1	1,054,000	0
Ark-Tex	10	11	114	10:1	92,000	24,000
Brazos Valley	6	7	93	13:1	60,000	0
Capitol	8	23	287	12:1	192,000	2,000
Central Texas	4	5	88	18:1	70,000	0
Coastal Bend	14	32	192	6:1	269,000	4,000
Concho Valley	11	13	53	4:1	81,000	1,000
Deep East Texas	12	12	134	11:1	141,000	4,000
East Texas	14	27	301	11:1	250,000	12,000
El Paso	6	36	394	11:1	384,000	0
Golden Crescent	7	5	38	8:1	37,000	30,000
Heart of Texas	7	9	136	15:1	102,000	1,000
Houston-Galveston	20	354	2,818	8:1	3,364,000	100,000
Lower Rio Grande	4	28	297	11:1	218,000	27,000
Middle Rio Grande	7	13	185	14:1	126,000	0
Nortex	12	20	137	7:1	169,000	0
North Central	22	206	2,651	13:1	2,627,000	180,000
Panhandle	25	26	327	13:1	288,000	150,000
Permian Basin	18	34	339	10:1	296,000	90,000
South East Texas	5	23	273	12:1	261,000	0
South Plains	16	18	263	15:1	142,000	0
South Texas	3	24	311	13:1	125,000	10,000
Texoma	3	5	99	20:1	52,000	0
West Central	18	20	175	9:1	143,000	300,000
Totals for cities more than 25,000 population and counties	265	1,103	10,508	10:1	10,543,000	935,000

TABLE XXI

INMATE POPULATION BY PRE-CONVICTION STATUS

Regional Planning Areas	Total Inmate Population				Pre-conviction Status							
					Persons held for other authorities or not yet arraigned				Persons arraigned and awaiting trial			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Alamo	803	702	94	7	117	107	4	6	410	384	25	1
Ark-Tex	114	110	3	1	33	32	1	0	48	47	1	0
Brazos Valley	93	92	0	1	25	24	0	1	50	50	0	0
Capitol	287	273	12	2	45	40	3	2	100	98	2	0
Central Texas	88	85	1	2	8	8	0	0	60	57	1	2
Coastal Bend	192	184	6	2	82	78	3	1	49	48	0	1
Concho Valley	53	49	0	4	24	20	0	4	19	19	0	0
Deep East Texas	134	117	10	7	25	11	7	7	62	59	3	0
East Texas	301	274	15	12	72	58	4	10	139	128	9	2
El Paso	394	377	11	6	30	25	0	5	213	206	7	0
Golden Crescent	38	38	0	0	8	8	0	0	10	10	0	0
Heart of Texas	136	134	2	0	52	51	1	0	42	41	1	0
Houston-Galveston	2,818	2,639	161	18	515	474	27	14	1,711	1,591	116	4
Lower Rio Grande	297	284	9	4	67	64	3	0	148	140	4	4
Middle Rio Grande	185	183	0	2	53	51	0	2	106	106	0	0
Nortex	137	113	11	13	31	24	5	2	72	58	4	10
North Central	2,651	2,511	118	22	486	449	15	22	1,342	1,274	68	0
Panhandle	327	302	12	13	57	47	3	7	130	119	5	6
Permian Basin	339	323	6	10	111	105	0	6	124	114	6	4
South East Texas	273	264	9	0	63	63	0	0	122	115	7	0
South Plains	263	245	10	8	107	95	4	8	73	71	2	0
South Texas	311	295	2	14	111	96	1	14	180	180	0	0
Texoma	99	83	5	11	29	17	1	11	13	11	2	0
West Central	175	166	5	4	44	40	1	3	60	57	2	1
Totals for cities more than 25,000 population and counties	10,508	9,843	502	163	2,195	1,987	83	125	5,283	4,983	265	35

TABLE XXII

INMATE POPULATION BY POST-CONVICTION STATUS

Regional Planning Areas	Post-conviction Status											
	Convicted persons awaiting further legal action				Persons serving sentences of one year or less				Persons serving sentences of more than one year			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Alamo	122	117	5	0	134	74	60	0	20	20	0	0
Ark-Tex	2	1	0	1	30	29	1	0	1	1	0	0
Brazos Valley	2	2	0	0	16	16	0	0	0	0	0	0
Capitol	23	21	2	0	118	113	5	0	1	1	0	0
Central Texas	6	6	0	0	13	13	0	0	1	1	0	0
Coastal Bend	14	14	0	0	44	41	3	0	3	3	0	0
Concho Valley	3	3	0	0	7	7	0	0	0	0	0	0
Deep East Texas	1	1	0	0	39	39	0	0	7	7	0	0
East Texas	13	13	0	0	74	72	2	0	3	3	0	0
El Paso	11	11	0	0	137	132	4	1	3	3	0	0
Golden Crescent	2	2	0	0	17	17	0	0	1	1	0	0
Heart of Texas	4	4	0	0	26	26	0	0	12	12	0	0
Houston-Galveston	158	157	1	0	370	355	15	0	64	62	2	0
Lower Rio Grande	11	11	0	0	71	69	2	0	0	0	0	0
Middle Rio Grande	7	7	0	0	19	19	0	0	0	0	0	0
Nortex	8	8	0	0	24	21	2	1	2	2	0	0
North Central	168	159	9	0	395	376	19	0	260	253	7	0
Panhandle	47	46	1	0	84	81	3	0	9	9	0	0
Permian Basin	22	22	0	0	82	82	0	0	0	0	0	0
South East Texas	13	13	0	0	70	68	2	0	5	5	0	0
South Plains	28	28	0	0	53	49	4	0	2	2	0	0
South Texas	8	7	1	0	12	12	0	0	0	0	0	0
Texoma	48	46	2	0	8	8	0	0	1	1	0	0
West Central	7	7	0	0	62	60	2	0	2	2	0	0
Totals for cities more than 25,000 population and counties	728	706	21	1	1,905	1,779	124	2	397	388	9	0

TABLE XXIII

NUMBER OF JAILS BY TYPE OF RETENTION AUTHORITY

Regional Planning Areas	Total number of institutions	Type of Retention Authority					
		Number holding persons not yet arraigned or being held for other authorities			Number holding persons arraigned and awaiting trial		
		Adult		Juvenile	Adult		Juvenile
		Male	Female		Male	Female	
Alamo	13	13	13	10	13	13	10
Ark-Tex	10	10	10	10	10	10	9
Brazos Valley	6	6	6	4	6	6	4
Capitol	8	8	8	6	8	8	6
Central Texas	4	4	4	3	4	4	3
Coastal Bend	14	14	13	10	14	13	8
Concho Valley	11	11	10	8	11	10	6
Deep East Texas	12	12	12	11	12	11	11
East Texas	14	14	14	14	14	14	13
El Paso	6	6	5	4	6	5	4
Golden Crescent	7	7	6	6	6	5	5
Heart of Texas	7	7	7	5	7	7	5
Houston-Galveston	20	19	18	15	18	17	13
Lower Rio Grande	4	4	4	4	3	3	1
Middle Rio Grande	7	7	6	7	7	6	5
Nortex	12	11	10	9	11	10	8
North Central	22	20	19	17	17	16	13
Panhandle	25	25	23	19	25	23	18
Permian Basin	18	18	15	14	17	14	12
South East Texas	5	5	4	1	5	4	1
South Plains	16	16	14	10	16	13	7
South Texas	3	3	3	3	3	3	3
Texoma	3	3	3	2	3	3	2
West Central	18	18	17	17	18	17	14
Totals for cities more than 25,000 population and counties	265	261	244	209	254	235	181

TABLE XXIII - Continued

Regional Planning Areas	Type of Retention Authority								
	Number holding convicted persons awaiting further legal action			Number holding persons serving sentences of one year or less			Number holding persons serving sentences of more than one year		
	Adult			Adult			Adult		
	Male	Female	Juvenile	Male	Female	Juvenile	Male	Female	Juvenile
Alamo	11	11	2	11	11	2	6	6	2
Ark-Tex	9	9	2	9	9	2	2	2	0
Brazos Valley	5	4	0	5	4	0	3	3	0
Capitol	7	7	1	8	8	1	3	3	0
Central Texas	4	4	2	4	4	1	2	2	1
Coastal Bend	10	9	4	13	11	2	5	4	1
Concho Valley	11	10	3	9	8	1	7	6	1
Deep East Texas	12	12	2	12	12	1	7	7	0
East Texas	11	11	5	12	11	6	5	5	1
El Paso	5	3	1	6	5	2	1	0	0
Golden Crescent	6	5	2	6	5	2	4	3	2
Heart of Texas	7	7	2	6	6	1	2	1	0
Houston-Galveston	15	13	4	14	11	2	8	6	1
Lower Rio Grande	3	3	0	3	3	0	1	1	0
Middle Rio Grande	7	5	1	6	6	1	3	3	0
Nortex	9	7	2	10	8	2	4	2	0
North Central	15	15	3	18	16	0	11	10	0
Panhandle	20	18	8	19	17	5	9	7	4
Permian Basin	15	12	9	15	12	7	9	9	5
South East Texas	4	3	1	4	3	0	2	1	0
South Plains	13	11	2	13	11	1	4	4	1
South Texas	2	2	1	3	3	1	0	0	0
Texoma	2	2	1	2	2	1	1	1	1
West Central	18	15	3	15	15	2	10	10	1
Totals for cities more than 25,000 population and counties	221	198	61	223	201	43	109	96	21

TABLE XXIV

JAIL EMPLOYMENT AND PAYROLL FOR MARCH, 1970

Regional Planning Areas	Number of Employees			March Payroll			Average earnings of full-time employees
	Total	Full-time	Part-time	Total	Full-time	Part-time	
Alamo	160	149	11	64,775	63,675	1,100	427
Ark-Tex	20	8	12	4,148	2,703	1,445	338
Brazos Valley	13	5	8	2,690	1,690	1,000	338
Capitol	32	19	13	10,234	8,496	1,738	447
Central Texas	10	3	7	2,135	1,120	1,015	373
Coastal Bend	43	30	13	14,602	13,047	1,555	435
Concho Valley	23	9	14	4,403	3,335	1,068	371
Deep East Texas	29	4	25	4,050	1,500	2,550	375
East Texas	41	21	20	10,928	8,505	2,423	405
El Paso	44	31	13	17,374	14,972	2,402	483
Golden Crescent	8	4	4	2,580	1,924	656	481
Heart of Texas	13	9	4	4,765	4,377	388	486
Houston-Galveston	372	345	27	183,062	179,662	3,400	521
Lower Rio Grande	31	27	4	10,832	9,938	894	368
Middle Rio Grande	18	11	7	5,215	4,115	1,100	374
Nortex	29	17	12	9,638	8,238	1,400	485
North Central	238	186	52	103,082	97,142	5,940	522
Panhandle	48	19	29	12,888	8,370	4,518	441
Permian Basin	50	24	26	14,780	10,430	4,350	435
South East Texas	26	22	4	12,515	11,965	550	544
South Plains	33	13	20	8,227	5,783	2,444	445
South Texas	25	24	1	7,205	7,155	50	299
Texoma	6	5	1	1,805	1,705	100	341
West Central	35	14	21	5,958	3,258	2,700	233
Totals for cities more than 25,000 population and counties	1,347	999	348	517,891	473,105	44,786	474

TABLE XXV

NUMBER OF ADULT JAILS HOLDING JUVENILES BY TYPE OF RETENTION AUTHORITY

Regional Planning Areas	Total number of institutions receiving juveniles	Number holding juveniles not yet arraigned or for other authorities	Number holding juveniles arraigned and awaiting trial	Number holding convicted juveniles awaiting further legal action	Number holding juveniles serving sentences of one year or less	Number holding juveniles serving sentences of more than one year
Alamo	10	10	10	2	2	2
Ark-Tex	10	10	9	2	2	0
Brazos Valley	4	4	4	0	0	0
Capitol	6	6	6	1	1	0
Central Texas	3	3	3	2	1	1
Coastal Bend	10	10	8	4	2	1
Concho Valley	8	8	6	3	1	1
Deep East Texas	11	11	11	2	1	0
East Texas	14	14	13	5	6	1
El Paso	4	4	4	1	2	0
Golden Crescent	6	6	5	2	2	2
Heart of Texas	5	5	5	2	1	0
Houston-Galveston	15	15	13	4	2	1
Lower Rio Grande	4	4	1	0	0	0
Middle Rio Grande	7	7	5	1	1	0
Nortex	9	9	8	2	2	0
North Central	17	17	13	3	0	0
Panhandle	19	19	18	8	5	4
Permian Basin	14	14	12	9	7	5
South East Texas	1	1	1	1	0	0
South Plains	10	10	7	2	1	1
South Texas	3	3	3	1	1	0
Texoma	2	2	2	1	1	1
West Central	17	17	14	3	2	1
Totals for cities more than 25,000 population and counties	209	209	181	61	43	21

TABLE XXVI

NUMBER OF JAILS BY EXTENT OF OVERCROWDING OR UNDER CAPACITY
MARCH 1970

Regional Planning Areas	Total number of institutions	Designed capacity	Number of inmates on March 15	Percent over capacity	Percent under capacity
Alamo	13	1,039	803	0	23
Ark-Tex	10	343	114	0	67
Brazos Valley	6	172	93	0	46
Capitol	8	443	287	0	35
Central Texas	4	131	88	0	33
Coastal Bend	14	752	192	0	75
Concho Valley	11	271	53	0	80
Deep East Texas	12	398	134	0	66
East Texas	14	753	301	0	60
El Paso	6	751	394	0	48
Golden Crescent	7	252	38	0	85
Heart of Texas	7	253	136	0	46
Houston-Galveston	20	3,023	2,818	0	7
Lower Rio Grande	4	450	297	0	34
Middle Rio Grande	7	413	185	0	55
Nortex	12	402	137	0	66
North Central	22	2,678	2,651	0	1
Panhandle	25	733	327	0	55
Permian Basin	18	740	339	0	54
South East Texas	5	398	273	0	31
South Plains	16	883	263	0	70
South Texas	3	190	311	63	0
Texoma	3	239	99	0	59
West Central	18	695	175	0	75
Totals for cities more than 25,000 population and counties	265	16,402	10,508	0	36

TABLE XXVII

NUMBER AND PERCENT OF CELLS IN CITY (OVER 25,000 POPULATION) AND COUNTY JAILS BY AGE OF CELL

Regional Planning Areas	Total number of institutions	Total number of cells	Cells 1 day to 25 years old		Cells 26-50 years old		Cells 51-75 years old		Cells 76-100 years old		Cells over 100 years old	
			No	%	No	%	No	%	No	%	No	%
Alamo	13	350	290	82.9	30	8.6	5	1.4	25	7.1	0	0.0
Ark-Tex	10	154	47	30.5	16	10.4	85	55.2	6	3.9	0	0.0
Brazos Valley	6	52	42	80.8	5	9.6	5	9.6	0	0.0	0	0.0
Capitol	8	334	142	42.5	125	37.4	12	3.6	55	16.5	0	0.0
Central Texas	4	33	24	72.7	5	15.2	0	0.0	4	12.1	0	0.0
Coastal Bend	14	262	173	66.0	63	24.0	26	10.0	0	0.0	0	0.0
Concho Valley	11	86	25	29.1	13	15.1	48	55.8	0	0.0	0	0.0
Deep East Texas	12	166	87	52.4	60	36.2	9	5.4	10	6.0	0	0.0
East Texas	14	312	122	39.1	185	59.3	5	1.6	0	0.0	0	0.0
El Paso	6	91	36	39.6	4	4.4	31	34.0	20	22.0	0	0.0
Golden Crescent	7	93	58	62.4	30	32.3	5	5.3	0	0.0	0	0.0
Heart of Texas	7	107	42	39.3	32	29.9	33	30.8	0	0.0	0	0.0
Houston-Galveston	20	1,146	656	57.2	484	42.2	0	0.0	6	0.6	0	0.0
Lower Rio Grande	4	224	13	5,8	9	4.0	202	90.2	0	0.0	0	0.0
Middle Rio Grande	7	59	51	86.4	4	6.8	0	0.0	4	6.8	0	0.0
Nortex	12	284	209	73.6	52	18.3	20	7.0	3	1.1	0	0.0
North Central	22	743	506	68.1	187	25.2	5	0.6	45	6.1	0	0.0
Panhandle	25	229	130	56.8	83	36.2	16	7.0	0	0.0	0	0.0
Permian Basin	18	326	242	74.2	76	23.3	6	1.8	2	0.7	0	0.0
South East Texas	5	77	20	26.0	57	74.0	0	0.0	0	0.0	0	0.0
South Plains	16	221	69	31.2	133	60.2	13	5.9	6	2.7	0	0.0
South Texas	3	30	12	40.0	16	53.3	2	6.7	0	0.0	0	0.0
Texoma	3	31	10	32.3	21	67.7	0	0.0	0	0.0	0	0.0
West Central	18	280	111	39.7	104	37.1	40	14.3	25	8.9	0	0.0
Totals for cities more than 25,000 population and counties	265	5,690	3,117	54.8	1,794	31.5	568	10.0	211	3.7	0	0.0

TABLE XXVIII

NUMBER AND PERCENT OF CITY (OVER 25,000 POPULATION) AND COUNTY JAILS WITH SELECTED FACILITIES

Regional Planning Areas	Total number of institutions	Recreational facilities		Educational facilities	
		Number	Percent	Number	Percent
Alamo	13	1	7.7	1	7.7
Ark-Tex	10	0	0.0	0	0.0
Brazos Valley	6	0	0.0	1	16.7
Capitol	8	0	0.0	0	0.0
Central Texas	4	0	0.0	0	0.0
Coastal Bend	14	0	0.0	0	0.0
Concho Valley	11	0	0.0	0	0.0
Deep East Texas	12	0	0.0	0	0.0
East Texas	14	0	0.0	0	0.0
El Paso	6	1	17.0	1	17.0
Golden Crescent	7	0	0.0	0	0.0
Heart of Texas	7	0	0.0	0	0.0
Houston-Galveston	20	1	5.0	1	5.0
Lower Rio Grande	4	0	0.0	1	25.0
Middle Rio Grande	7	0	0.0	0	0.0
Nortex	12	0	0.0	1	8.3
North Central	22	1	4.5	1	4.5
Panhandle	25	2	8.0	1	4.0
Permian Basin	18	0	0.0	0	0.0
South East Texas	5	0	0.0	0	0.0
South Plains	16	0	0.0	0	0.0
South Texas	3	0	0.0	0	0.0
Texoma	3	0	0.0	0	0.0
West Central	18	1	5.6	0	0.0
Totals for cities more than 25,000 population and counties	265	7	2.6	8	3.0

TABLE XXVIII - Continued

Regional Planning Areas	Medical facilities		Visiting facilities		Toilet facilities	
	Number	Percent	Number	Percent	Number	Percent
Alamo	5	38.5	8	61.5	13	100.0
Ark-Tex	4	40.0	4	40.0	9	90.0
Brazos Valley	3	50.0	5	83.3	6	100.0
Capitol	2	25.0	7	87.5	8	100.0
Central Texas	1	25.0	4	100.0	4	100.0
Coastal Bend	9	64.3	11	78.6	14	100.0
Concho Valley	3	27.3	6	54.5	11	100.0
Deep East Texas	1	8.3	11	91.7	12	100.0
East Texas	5	36.0	9	64.2	14	100.0
El Paso	4	66.7	5	83.3	5	83.3
Golden Crescent	1	14.3	4	57.1	7	100.0
Heart of Texas	2	28.6	4	57.1	7	100.0
Houston-Galveston	13	65.0	19	95.0	20	100.0
Lower Rio Grande	1	25.0	4	100.0	4	100.0
Middle Rio Grande	2	28.6	5	71.4	7	100.0
Nortex	4	33.3	6	50.0	12	100.0
North Central	8	36.4	17	77.3	21	95.5
Panhandle	10	40.0	16	64.0	25	100.0
Permian Basin	7	38.9	7	38.9	17	94.4
South East Texas	3	60.0	3	60.0	5	100.0
South Plains	4	25.0	11	68.8	15	93.8
South Texas	2	66.7	2	66.7	2	66.7
Texoma	1	33.3	2	66.7	3	100.0
West Central	5	27.8	11	61.1	17	94.4
Totals for cities more than 25,000 population and counties	100	37.7	181	68.3	258	97.4

of 25,000 persons or more. There are 265 such jails in Texas, which comprise 81.5 percent of the 325 total jails in the State. Of these 265 jails, 235 are county jails and 30 are jails in cities with a population of 25,000 persons or more (see Appendix F for a list of these large cities and Appendix G for a list of the counties).

The following general observations are given for Tables XX through XXVIII, which provide summary data for the aforementioned 265 jails:

(1) There were 10,508 total inmates in these jails on March 15, 1970, with 1,103 full-time equivalent employees; the overall ratio of inmates to full-time equivalent employees, therefore, was 10:1. Of the total inmates, 9,843 (94 percent) were adult males. Pre-conviction inmates accounted for 7,478 (71 percent) of the total inmates, whereas 3,030 (29 percent) of the total were in a post-conviction status. The greatest number of inmates were in the Houston-Galveston Area Council (2,818 inmates) and the North Central Texas Council of Governments (2,651 inmates).

(2) The 265 jails have a total designed capacity of 16,402 inmates. Relative to the total of 10,508 inmates confined on March 15, 1970, the jails overall were 30 percent under capacity. The South Texas Development Council, though, was operating at 63 percent over capacity, with 121 inmates in excess of its designed capacity of 190 inmates for three jails.

(3) The 265 jails have a total of 5,690 cells, 3,117 (54 percent) of which are 25 years old or less. There are 1,794 (32 percent) of the cells from 26 to 50 years old; 568 (10 percent) from 51 to 75 years old; and 211 (4 percent) from 76 to 100 years old. None of the cells are over 100 years old.

(4) Seven (2.6 percent) of the 265 jails have recreational facilities, while eight (3.0 percent) have educational facilities for inmates. Approximately 97 percent (258), however, have neither recreational nor educational facilities. One hundred jails, or 38 percent, have medical facilities for inmates; 181 (68 percent) have visiting facilities; and 258 (97 percent), toilet facilities.

(5) The total operating cost for Fiscal Year (FY) 1969 for the 265 jails was $10,543,000.00, which was 97 percent of the total for the State. The total planned construction expenditure for FY 1970 is $935,000.00, which is 96 percent of the State total. The Houston-Galveston Area Council, with $3,364,000.00, the North Central Texas Council of Governments, with $2,627,000.00, and the Alamo Area Council of Governments, with $1,054,000.00, represent 67 percent of the total 1969 operating cost of the 265 jails. The West Central Texas Council of Governments, with $300,000.00, the North Central Texas Council of Governments, with $180,000.00, the Panhandle Regional Planning Commission, with $150,000.00, the Houston-Galveston Area Council, with $100,000.00, and the Permian Basin Law Enforcement Planning Committee, with $90,000.00, represent 88 percent of planned FY 1970 construction expenditures for the 265 jails.

V. CITIES WITH POPULATION UNDER 25,000

Tables XXIX through XXXV provide data by regional planning areas for the 60 jails in Texas cities with a population greater than 1,000 and less than 25,000 persons (see Appendix E for a list of these small cities). No information was gathered from these jails on either the age of cells or presence or absence of selected facilities.

The following general observations are given for Tables XXIX through XXXV, which provide summary data for the aforementioned 60 jails:

(1) The 60 jails had a total inmate population of 212 on March 15, 1970. This figure represents 2 percent of the State total of 10,720 inmates. Thus, in terms of number of jails, 18 percent of the jails in Texas hold approximately 2 percent of the total number of inmates.

(2) The 60 jails were analyzed by regional planning areas. Five of the planning areas have no jails in this category, whereas the North Central Texas Council of Governments, alone, has 11 small city jails.

(3) The 60 jails have an overall ratio of 5:1 between inmates and full-time equivalent employees. Of the 212 total inmates in the jails, 191 (90 percent) were adult males. There were 176 (83 percent) of the total inmates in a pre-conviction status, and 36 (17 percent) in a post-conviction category. None of the

TABLE XXIX

NUMBER OF JAILS, EMPLOYEES, INMATE POPULATION, AND CURRENT OPERATING AND PLANNED CONSTRUCTION EXPENDITURES

Regional Planning Areas	Number of jails	Number of jail employees (full-time equivalent)	Inmate population March 15, 1970	Ratio of inmates to full-time equivalent employees	Operating cost Fiscal Year 1969	Planned construction expenditures Fiscal Year 1970
Alamo	1	1	2	2:1	8,000	0
Ark-Tex	2	1	16	16:1	11,000	0
Capitol	2	2	9	4:1	15,000	0
Central Texas	2	1	10	10:1	8,000	0
Coastal Bend	2	2	7	4:1	11,000	0
Deep East Texas	2	2	26	13:1	23,000	0
East Texas	4	4	17	4:1	25,000	23,000
Golden Crescent	1	0	0	0:0	3,000	0
Heart of Texas	3	4	7	2:1	13,000	0
Houston-Galveston	6	6	11	2:1	45,000	15,000
Lower Rio Grande	1	0	0	0:0	1,000	0
Middle Rio Grande	3	1	12	12:1	14,000	0
North Central	11	5	32	6:1	37,000	0
Nortex	3	0	6	6:0	7,000	0
Panhandle	4	3	10	3:1	17,000	0
Permian Basin	2	2	23	12:1	17,000	0
South Plains	3	1	3	3:1	11,000	0
Texoma	3	4	11	3:1	21,000	0
West Central	5	2	10	5:1	18,000	0
Totals for cities less than 25,000 population	60	41	212	5:1	305,000	38,000

TABLE XXX

INMATE POPULATION BY PRE-CONVICTION STATUS

Regional Planning Areas	Total Inmate Population				Pre-conviction Status							
					Persons held for other authorities or not yet arraigned				Persons arraigned and awaiting trial			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Alamo	2	2	0	0	2	2	0	0	0	0	0	0
Ark-Tex	16	13	2	1	14	11	2	1	0	0	0	0
Capitol	9	9	0	0	9	9	0	0	0	0	0	0
Central Texas	10	10	0	0	5	5	0	0	5	5	0	0
Coastal Bend	7	7	0	0	3	3	0	0	1	1	0	0
Deep East Texas	26	26	0	0	11	11	0	0	10	10	0	0
East Texas	17	15	2	0	12	10	2	0	0	0	0	0
Golden Crescent	0	0	0	0	0	0	0	0	0	0	0	0
Heart of Texas	7	5	2	0	7	5	2	0	0	0	0	0
Houston-Galveston	11	10	1	0	10	10	0	0	1	0	1	0
Lower Rio Grande	0	0	0	0	0	0	0	0	0	0	0	0
Middle Rio Grande	12	12	0	0	3	3	0	0	7	7	0	0
North Central	32	27	0	5	19	14	0	5	10	10	0	0
Nortex	6	6	0	0	4	4	0	0	1	1	0	0
Panhandle	10	10	0	0	8	8	0	0	0	0	0	0
Permian Basin	23	15	8	0	13	13	0	0	0	0	0	0
South Plains	3	3	0	0	2	2	0	0	0	0	0	0
Texoma	11	11	0	0	11	11	0	0	0	0	0	0
West Central	10	10	0	0	7	7	0	0	1	1	0	0
Totals for cities less than 25,000 population	212	191	15	6	140	128	6	6	36	35	1	0

TABLE XXXI

INMATE POPULATION BY POST-CONVICTION STATUS

Regional Planning Areas	Post-conviction Status											
	Convicted persons awaiting further legal action				Persons serving sentences of one year or less				Persons serving sentences of more than one year			
	Total	Adult		Juv.	Total	Adult		Juv.	Total	Adult		Juv.
		Male	Fem.			Male	Fem.			Male	Fem.	
Alamo	0	0	0	0	0	0	0	0	0	0	0	0
Ark-Tex	0	0	0	0	2	2	0	0	0	0	0	0
Capitol	0	0	0	0	0	0	0	0	0	0	0	0
Central Texas	0	0	0	0	0	0	0	0	0	0	0	0
Coastal Bend	3	3	0	0	0	0	0	0	0	0	0	0
Deep East Texas	0	0	0	0	5	5	0	0	0	0	0	0
East Texas	0	0	0	0	5	5	0	0	0	0	0	0
Golden Crescent	0	0	0	0	0	0	0	0	0	0	0	0
Heart of Texas	0	0	0	0	0	0	0	0	0	0	0	0
Houston-Galveston	0	0	0	0	0	0	0	0	0	0	0	0
Lower Rio Grande	0	0	0	0	0	0	0	0	0	0	0	0
Middle Rio Grande	0	0	0	0	2	2	0	0	0	0	0	0
North Central	0	0	0	0	3	3	0	0	0	0	0	0
Nortex	1	1	0	0	0	0	0	0	0	0	0	0
Panhandle	2	2	0	0	0	0	0	0	0	0	0	0
Permian Basin	0	0	0	0	10	2	8	0	0	0	0	0
South Plains	0	0	0	0	1	1	0	0	0	0	0	0
Texoma	0	0	0	0	0	0	0	0	0	0	0	0
West Central	0	0	0	0	2	2	0	0	0	0	0	0
Totals for cities less than 25,000 population	6	6	0	0	30	22	8	0	0	0	0	0

TABLE XXXII

NUMBER OF JAILS BY TYPE OF RETENTION AUTHORITY

Regional Planning Areas	Total number of institutions	Type of Retention Authority					
		Number holding persons not yet arraigned or being held for other authorities			Number holding persons arraigned and awaiting trial		
		Adult			Adult		
		Male	Female	Juvenile	Male	Female	Juvenile
Alamo	1	1	1	1	0	0	0
Ark-Tex	2	2	2	2	0	0	0
Capitol	2	2	2	1	0	0	0
Central Texas	2	2	2	0	1	1	0
Coastal Bend	2	2	2	2	2	2	2
Deep East Texas	2	2	2	2	1	1	0
East Texas	4	4	4	3	1	1	0
Golden Crescent	1	1	1	1	1	1	1
Heart of Texas	3	3	3	0	0	0	0
Houston-Galveston	6	6	6	4	6	6	2
Lower Rio Grande	1	1	1	1	1	1	0
Middle Rio Grande	3	3	3	2	2	2	1
North Central	11	11	8	7	8	5	3
Nortex	3	3	3	2	3	3	2
Panhandle	4	4	3	3	2	1	1
Permian Basin	2	2	2	1	2	2	0
South Plains	3	3	3	3	2	2	2
Texoma	3	3	3	2	1	1	1
West Central	5	5	4	3	2	2	1
Totals for cities less than 25,000 population	60	60	55	40	35	31	16

TABLE XXXII - Continued

Regional Planning Areas	Type of Retention Authority								
	Number holding convicted persons awaiting further legal action			Number holding persons serving sentences of one year or less			Number holding persons serving sentences of more than one year		
	Adult			Adult			Adult		
	Male	Female	Juvenile	Male	Female	Juvenile	Male	Female	Juvenile
Alamo	0	0	0	0	0	0	0	0	0
Ark-Tex	0	0	0	1	1	0	0	0	0
Capitol	0	0	0	0	0	0	0	0	0
Central Texas	1	1	0	0	0	0	0	0	0
Coastal Bend	1	1	0	0	0	0	0	0	0
Deep East Texas	1	1	0	1	1	0	0	0	0
East Texas	0	0	0	1	0	0	0	0	0
Golden Crescent	0	0	0	1	1	0	0	0	0
Heart of Texas	0	0	0	1	1	0	0	0	0
Houston-Galveston	0	0	0	2	2	0	0	0	0
Lower Rio Grande	0	0	0	1	1	0	0	0	0
Middle Rio Grande	1	1	0	1	1	0	0	0	0
North Central	2	1	0	4	3	1	0	0	0
Nortex	1	1	0	2	2	0	0	0	0
Panhandle	2	1	0	2	0	0	0	0	0
Permian Basin	0	0	0	2	2	0	0	0	0
South Plains	1	1	1	1	0	0	0	0	0
Texoma	0	0	0	1	1	0	0	0	0
West Central	1	1	1	2	2	0	0	0	0
Totals for cities less than 25,000 population	11	9	2	23	18	1	0	0	0

TABLE XXXIII

JAIL EMPLOYMENT AND PAYROLL FOR MARCH, 1970

Regional Planning Areas	Number of Employees			March Payroll			Average earnings of full-time employees
	Total	Full-time	Part-time	Total	Full-time	Part-time	
Alamo	3	0	3	300	0	300	0
Ark-Tex	4	0	4	400	0	400	0
Capitol	5	0	5	700	0	700	0
Central Texas	2	1	1	788	688	100	688
Coastal Bend	6	0	6	600	0	600	0
Deep East Texas	4	1	3	771	400	371	400
East Texas	11	0	11	1,100	0	1,100	0
Golden Crescent	0	0	0	0	0	0	0
Heart of Texas	7	3	4	990	590	400	197
Houston-Galveston	14	1	13	2,125	425	1,700	425
Lower Rio Grande	1	0	1	100	0	100	0
Middle Rio Grande	5	0	5	500	0	500	0
North Central	19	0	19	1,765	0	1,765	0
Nortex	3	0	3	275	0	275	0
Panhandle	8	1	7	900	300	600	300
Permian Basin	5	0	5	900	0	900	0
South Plains	5	0	5	450	0	450	0
Texoma	7	3	4	1,400	1,000	400	333
West Central	7	1	6	1,200	400	800	400
Totals for cities less than 25,000 population	116	11	105	15,264	3,803	11,461	346

TABLE XXXIV

NUMBER OF ADULT JAILS HOLDING JUVENILES BY TYPE OF RETENTION AUTHORITY

Regional Planning Areas	Total number of institutions receiving juveniles	Number holding juveniles not yet arraigned or for other authorities	Number holding juveniles arraigned and awaiting trial	Number holding convicted juveniles awaiting further legal action	Number holding juveniles serving sentences of one year or less	Number holding juveniles serving sentences of more than one year
Alamo	1	1	0	0	0	0
Ark-Tex	2	2	0	0	0	0
Capitol	1	1	0	0	0	0
Central Texas	0	0	0	0	0	0
Coastal Bend	2	2	2	0	0	0
Deep East Texas	2	2	0	0	0	0
East Texas	3	3	0	0	0	0
Golden Crescent	1	1	1	0	0	0
Heart of Texas	0	0	0	0	0	0
Houston-Galveston	4	4	2	0	0	0
Lower Rio Grande	1	1	0	0	0	0
Middle Rio Grande	2	2	1	0	0	0
North Central	7	7	3	0	1	0
Nortex	2	2	2	0	0	0
Panhandle	3	3	1	0	0	0
Permian Basin	1	1	0	0	0	0
South Plains	3	3	2	1	0	0
Texoma	2	2	1	0	0	0
West Central	3	3	1	1	0	0
Totals for cities less than 25,000 population	40	40	16	2	1	0

TABLE XXXV

NUMBER OF JAILS BY EXTENT OF OVERCROWDING OR UNDER CAPACITY
MARCH 1970

Regional Planning Areas	Total number of institutions	Designed capacity	Number of inmates on March 15	Percent over capacity	Percent under capacity
Alamo	1	16	2	0	88
Ark-Tex	2	28	16	0	43
Capitol	2	28	9	0	68
Central Texas	2	34	10	0	71
Coastal Bend	2	28	7	0	75
Deep East Texas	2	54	26	0	52
East Texas	4	72	17	0	76
Golden Crescent	1	14	0	0	100
Heart of Texas	3	20	7	0	65
Houston-Galveston	6	71	11	0	85
Lower Rio Grande	1	6	0	0	100
Middle Rio Grande	3	34	12	0	65
North Central	11	111	32	0	71
Nortex	3	20	6	0	70
Panhandle	4	39	10	0	35
Permian Basin	2	82	23	0	72
South Plains	3	39	3	0	92
Texoma	3	43	11	0	74
West Central	5	50	10	0	80
Totals for cities less than 25,000 population	60	789	212	0	73

jails reported holding persons serving sentences of more than one year.

(4) The total designed capacity of the 60 jails is for 789 inmates. With only 212 total inmates confined on March 15, 1970, the jails were operating at an overall 73 percent under capacity figure; none of them were overcrowded. The North Central Texas Council of Governments has the largest designed capacity (111 inmates) for 11 total jails.

(5) The total operating cost for Fiscal Year (FY) 1969 for the 60 jails was $305,000.00, which was 3 percent of the total for the State. The total planned construction expenditure for FY 1970 is $38,000.00, which is 4 percent of the State total. The Houston-Galveston Area Council, with $45,000.00, and the North Central Texas Council of Governments, with $37,000.00, represent 27 percent of the total 1969 operating cost of the 60 jails. The East Texas Council of Governments, with $23,000.00, and the Houston-Galveston Area Council, with $15,000.00, represent 100 percent of planned FY 1970 construction expenditures for the 60 jails.

CHAPTER IV

SUMMARY OF FINDINGS AND CONCLUSIONS

I. SUMMARY OF FINDINGS

The purpose of this study was to ascertain an overview of the status of jails and their inmate populations in the State of Texas in order to determine any existent problems and to recommend various proposals for meeting them. An analysis was made of data on jails and inmate populations furnished by the U.S. Bureau of the Census. Data was analyzed in Chapter III by regional planning areas, Standard Metropolitan Statistical Areas (SMSA), and by large and small cities within the State.

The following significant findings concerning the characteristics of Texas jails and inmate populations are derived from analysis of the aforementioned data:

(1) The study indicates that approximately 71 percent of all inmates confined in Texas jails have not yet been convicted, and that adult males comprise the greatest majority of these inmates (93 percent).

(2) The 325 total institutions surveyed were operating at an overall 38 percent under capacity figure, but the South Texas planning region, with three jails, was operating at an over capacity figure of 64 percent.

(3) The State has no jail cells over 100 years old, but approximately 4 percent of the total cells in these jails were from 76 to 100 years old, 10 percent were from 51 to 75 years old, and approximately 32 percent, from 26 to 50 years old.

(4) Of the 265 total institutions reporting on selected jail facilities for inmates, approximately 97 percent reported having toilet facilities and 68 percent, visiting facilities, whereas only approximately 38 percent have medical facilities, 3 percent have educational facilities, and 3 percent, recreational facilities.

(5) Of the 325 total jails in the State, 249 have the authority to retain juveniles with adult inmates.

(6) The total operating cost of the 325 institutions for FY 1969 was approximately $11,000,000.00, whereas total planned construction expenditures for FY 1970 amount to only approximately $1,000,000.00.

(7) The 23 Standard Metropolitan Statitistical Areas (SMSA) in Texas account for only 29 percent of the total jails in the State, but yet contain approximately 82 percent of the total jail inmates.

(8) The SMSA also account for 82 percent of the State total operating costs for FY 1969 and approximately 75 percent of the planned construction expenditures for FY 1970.

(9) Only 0.1 percent of the 68 county and large-city SMSA jails have recreational or educational facilities for inmates.

(10) The Houston-Galveston and North Central Texas regional planning areas comprise 18 percent of the total jails in the State, but these jails held over 51 percent of the total inmates.

Generally, then, the results of this study indicate that the State of Texas has too many local jails for its total inmate population. The greatest majority of the jails in Texas do not provide adequate medical, recreational, or educational facilities and services for inmates. Approximately 50 percent of the total cells in these jails are from 26 to 100 years old. The Texas SMSA retain the majority of the total jail inmates in the State and spend the most money on misdemeanant corrections, although they only have 29 percent of the total jails in the State. The study also indicates that most of the jail inmates in Texas have not yet been convicted. Further, most Texas jails have the authority to retain juveniles with adult inmates.

II. CONCLUSIONS

Based upon the findings of this study, there is obviously a great need for change in the misdemeanant correctional facilities in the State of Texas. Since the local jail is often the offender's first experience (and normally the only experience) with the corrections system, the ultimate effect and resultant consequences of this initial period of incarceration must be fully realized by correctional administrators at all levels. In this regard, Mr.

Norman Carlson, Director of the U.S. Bureau of Prisons, stated in a recent lecture at Sam Houston State University that the most noticeable deficiency in American corrections is that of the county jails.[1] He termed them a "disgrace" and "anything less than human warehouses." He stressed the immense need for correctional reform at the "point of in-take" into the correctional process, i.e., changes at the local level as alternatives to incarceration in city and county jails. The remaining portion of this Chapter will be devoted, therefore, to providing some recommended proposals for alleviating many of the existent problems in jail administration in Texas.

Regionalization of Misdemeanant Corrections

Regionalization of misdemeanant corrections in Texas is recommended in order to help alleviate such problems as overcrowding of jails, lack of adequate community programs and services, and insufficient funds. Under this system some local jails and other facilities would still be required for convicted short-term offenders (e.g., those sentenced for up to 90 days in jail) and for those persons requiring incarceration prior to trial and who are denied money bail or release on recognizance. Those convicted misdemeanants who are sentenced to serve more

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[1]From a speech at the Sixth Interagency Workshop, Sam Houston State University, Huntsville, Texas, June 14, 1971.

than 90 days in jail would be committed to a regional correctional facility to undergo diagnostic and treatment programs.

Ideally, the regional correctional facility would contain detention facilities, diagnostic services, and community-based programs within the facility for all tractable inmates. A typical example of the type of "metropolitan correctional center" suggested is that of the New York Metropolitan Correctional Center (MCC) which is currently being developed by the U.S. Bureau of Prisons as a model for similar facilities in other cities.[2] The MCC is being designed for those persons who are arrested and not yet convicted by federal courts and for those offenders convicted to serve short periods of incarceration. Some of the basic objectives of the MCC are to assist U.S. Courts by providing pre-trial and pre-sentence observation and study reports for effective processing of cases, to provide " . . . short-term intensive treatment" for convicted persons " . . . who are unsuitable for probation but not seriously delinquent to require an extended prison term . . .," to assist in the development of short-term sentencing through professionally prepared evaluation reports, and to provide " . . . selective programming of the long sentence prisoners who are returning to the area. . . ."[3]

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[2]See U.S., Department of Justice, Tentative Outline of Architectural Requirements for the New York Metropolitan Correctional Center (Washington, D.C.: U.S. Bureau of Prisons, 1970).

[3]Ibid., pp. 1-2.

The MCC is based upon a "Functional Unit" concept. This concept is explained as follows:

> The Functional Unit is located in a physical space specifically designed to facilitate a planned program. The Functional Unit operates independently to the extent that the staff, or team, assigned to the unit are responsible for planning, implementation, and maintenance of that program. Coordination between Functional Unit Programs is accomplished by the higher level managers who insure that Functional Unit Program objectives and operations are in congruence with the MCC program objectives.[4]

The Functional Unit concept thus permits a greater degree of control and flexibility, it facilitates resource management, and it markedly increases the amount of staff development and involvement than conventional detention center arrangements.

The MCC, then, through the Functional Unit approach provides various programs and services for inmates in order to meet the aforementioned objectives. The MCC is designed to perform the below listed court services programs and detention programs:

Court Services Program Objectives.

1. Provide housing programs with varying amounts of individual restrictions to be used with varying needs for physical restraint (security).
2. Provide services that will assist those persons detained in managing personal responsibilities and/or to complete personal commitments in the community.

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[4]Tentative Outline of Architectural Requirements for the New York Metropolitan Correctional Center, p. 3.

3. Provide services that will facilitate expedient processing of detained persons in the Federal Courts.

4. Provide programs that will insure the physical and psychological well being of those persons detained.

5. Provide programs that will assist socially marginal individuals coming in contact with the MCC in receiving required assistance from available community programs.

6. Provide more effective services to inmates.

Detention Programs.

1. Entrance and Exit Programs
   a. Admission Program
   b. Discharge Program
   c. Court Appearance Process
2. Normal Living Programs
3. Medical Programs
   a. Detoxification or Chemical Withdrawal Program
   b. Acute Mental Problems Program
   c. Regular Medical and Dental Care Program
   d. Study and Evaluation Program[5]

It should be noted that efforts are also currently being made by the Texas Criminal Justice Council to effect movement toward the regional jail concept. On April 30, 1971, the Council made an application to the Law Enforcement Assistance Administration for a Part E Action Grant under Title I, Part E, of the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351, 82 Statute 197 as amended) for Fiscal Year 1971.[6] This application was based upon a detailed study of corrections in Texas

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[5]Tentative Outline of Architectural Requirements for the New York Metropolitan Correctional Center, pp. 6-7.

[6]See Criminal Justice Council, Austin, Texas, IX Plan Supplement (Corrections) to the 1971 Criminal Justice Plan for Texas, April 30, 1971.

and formed a part of the 1971 Criminal Justice Plan for Texas. The following excerpts concerning regionalization of misdemeanant corrections are quoted from the Council's application:

> In cases where incarceration in a local detention facility is necessary, it should be only for a minimum period. This preliminary incarceration should not be in a facility that is not equipped to segregate offenders on a classified basis. Newly apprehended offenders or suspected offenders should be separated from other prisoners. They should be held locally only long enough to complete local processing. If their confinement is to be prolonged, they should be transferred to a facility better equipped to provide extended incarceration. This short-term incarceration system would greatly diminish the expensive operating requirements and burdens placed upon the local unit of government. Cases requiring extended confinement due to legal processing should be transferred to regional facilities. They could be transported by the state-operated bus system.
>
> There is a definite and critical need for the construction of regional detention and rehabilitation centers throughout the entire State of Texas. The magnitude of the task and the cost of developing these centers are such that several years will be required for completion. Adjustments of state and local statutes pertaining to detention facilities will be required. . . .[7]

The Council cautions, though, that regional detention facilities are not advisable, or economically feasible, in those areas of the State that have sparse inmate populations although servicing large geographical areas.

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[7] IX Plan Supplement (Corrections) to the 1971 Criminal Justice Plan for Texas, pp. E4-E5.

The type of regional correctional system proposed by the Texas Criminal Justice Council, and introduced by it in House Bill 646 to the 62nd Legislature, is a "modular" system operated under the Texas Department of Corrections. Details of this proposed system are found at Appendix H. This system is similar to that of the MCC program discussed above.

Inspection Standards

Inspection standards for misdemeanant detention facilities would also be greatly facilitated under a regional system. Greater authority would be established for the setting of standards, for inspection of the various facilities and programs, and for the closing of facilities that fail to adhere to established standards. The aforementioned Standard Act for State Correctional Services provides that the state department of corrections

> . . . shall . . . establish standards and rules for the operation of correctional and detention facilities, shall at least once a year inspect each facility for compliance with the standards set, and shall publish the results of such inspections as well as statistics and other data on the persons held in detention. The director may order the closing of any detention or correctional facility that does not meet the standards set by the department.[8]

The guidelines for inspection standards, i.e., standards concerning inmate welfare and treatment and administration of

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[8]Standard Act for State Correctional Services, pp. 14-15.

facilities, will vary with the type and function of the particular detention facility. The federal government, however, offers perhaps one of the best regulations for the custody and treatment of prisoners. Although written for federal prisoners in non-federal institutions, it is equally applicable to any state corrections system. This is shown at Appendix I and is recommended for use as a guideline for establishing standards for Texas regional jail detention facilities. Shown at Appendix J is the report of inspection format used by the U.S. Bureau of Prisons for conducting inspections of federal jails and other nonfederal institutions where federal prisoners are incarcerated. This, too, is recommended for use as a guideline for establishing inspection standards for a State regional jail system.

Legal Considerations

The legal considerations involved in regionalizing misdemeanant corrections in Texas essentially fall into two main problem areas: the "overreach" of the criminal law and intra-and interstate compacts for handling misdemeanants. Certain basic problems are inherent in each.

Norval Morris and Gordon Hawkins state that " . . . we must strip off the moralistic excrescences on our criminal justice system so that it may concentrate on the essential."[9] They term

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[9]Norval Morris and Gordon Hawkins, The Honest Politician's Guide to Crime Control (Chicago: The University of Chicago Press, 1970), p. 2.

this "the overreach of the criminal law," and indicate that the laws against drunkenness, narcotics and drug abuse, gambling, disorderly conduct and vagrancy, abortion, and certain forms of sexual deviancy, and the laws pertaining to juvenile delinquency are unrealistic and exaggerated conceptions " . . . of the capacity of the criminal law to influence men."[10]

The above point of view is being taken by both state and federal legislatures, and efforts are being made to "clean up" penal codes. For example, two recent U.S. Supreme Court decisions should ultimately help to somewhat relieve the logjam in the courts and the overcrowding in jails. In the March, 1971, case of Tate V. Short the Court Held: "It is a denial of equal protection to limit punishment to payment of a fine for those who are able to pay it but to convert the fine to imprisonment for those who are unable to pay it."[11] The Court essentially said, then, that an indigent cannot be sentenced to jail to work out a fine if he cannot pay the fine. In the May, 1971, case of Palmer V. City of Euclid the Court stated the following: "An Ohio city ordinance punishing as a 'suspicious person' anyone found abroad late at night without any lawful business who does not give a satisfactory account of himself is unconstitutionally vague as

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[10] The Honest Politician's Guide to Crime Control, pp. 2-5.

[11] The Criminal Law Reporter, Vol. 8, No. 21 (March 3, 1971), 8CrL3151.

applied to a defendant who discharges a passenger from his car at an apartment, and talked on an automobile telephone while his car was parked on the street."[12] The Court essentially ruled in this case that it is unconstitutional to punish a person for vagrancy just because his conduct is annoying to others. These are only two of the many cases which are being resolved in an effort to help "clean up" the criminal law.

It should also be noted that approximately 40 states have either completely "reformed" their penal codes or are currently revising them. The State of Texas is among these states. This is the first "reforming" of the Texas Penal Code since 1856, and, among other objectives, the revision is an effort to collect " . . . in a single code all significant penal law, transferring to more appropriate locations in the statutes regulatory and similar laws that merely employ a penal sanction."[13] Hopefully, the new Penal Code will substantially help to reduce the number of offenders being placed in Texas jails.

The second major problem area is that of establishing intra- and interstate compacts for the handling of misdemeanant prisoners. Formal written agreements must be established for detaining and

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[12]The Criminal Law Reporter, Vol. 9, No. 8 (May 26, 1971), 9CrL3175.

[13]Editorial, Houston Chronicle, Nov. 6, 1970, p. 1.

transporting offenders within the State of Texas and between Texas and other states. Mitchell Wendell states in this regard,

> There are three basic legal questions which must be answered satisfactorily if any program contemplating multistate use of penal institutions is to succeed: (1) Can the necessary administrative and judicial jurisdiction over prisoners be maintained when they are moved beyond the territorial limits of the state of conviction?; (2) Can procedures be developed to meet due process and equal protection requirements relating to the civil rights of prisoners?; and (3) Can legally and administratively feasible arrangements be made for the financing and operating of institutions on a shared basis?[14]

Wendell further states that "compacts" are ideally suited as formal legal forms for agreements on the handling of prisoners both within a state and among several states. This, of course, is but one approach that the State of Texas could take in effecting legal agreements under a regional jail system. Shown at Appendix K is a copy of House Bill 646, and its amendments, which is currently before the 62nd Texas Legislature, and which effects "interlocal contracts" between various subdivisions of the State for the establishment of regional correctional facilities.

In summary, then, it is felt that if the above mentioned recommendations are adopted the State of Texas will benefit greatly by reforming its local jail system. More research is

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[14]Mitchell Wendell, "Multijurisdictional Aspects of Corrections," Nebraska Law Review, 45 (May, 1966), 527.

needed, though, in such areas as that of determining the extent of community resources and services available for regional jails and the ultimate impact of a regional jail system not only on the offenders themselves but also on the entire criminal justice system. It can be assumed that initial construction and program costs will be great, but future savings should be realized in providing an efficient and effective jail system for the State of Texas, one that would be far superior to the current system.

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APPENDIX A

Budget Bureau No. 41-S70023; Approval Expires October 31, 1970

Name of agency reporting	FORM CJ-3 (3-12-70) — U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS **NATIONAL JAIL SURVEY** **Counties and Large Municipalities**
Data supplied by	
Name	In correspondence pertaining to this report, please refer to this number 12
Title	
Official address *(Number and street, city, State, ZIP code)*	
Telephone	*(Please correct any error in name and address including ZIP code)*
Area code / Number / Extension	**TO:** Bureau of the Census Processing Division Washington, D.C. 20233

Dear Sir:

On behalf of the Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice, the Bureau of the Census is conducting a national survey of jails and lockups. As there is an urgent need for information about these facilities to enable LEAA to meet its responsibilities in implementing programs in the criminal justice field, your cooperation in completing this questionnaire will be most helpful.

Please note that if there are any questions for which the answer cannot be obtained from available records, reasonable estimates will be useful for purposes of this survey. Simply indicate estimates with an asterisk.

The duplicate copy of the questionnaire is for your files. The addressed copy should be returned in the enclosed official envelope, which requires no postage.

Your assistance in providing the information requested will be very much appreciated.

Sincerely,

George H. Brown

GEORGE H. BROWN
Director
Bureau of the Census

2 Enclosures

Page 2

Section I. JAIL POPULATION

A. Does your facility hold persons for periods of MORE THAN 48 HOURS? *(If NO, indicate by checking (✓) "No" box; disregard remainder of questionnaire, and return form to the Bureau of the Census.)* — 1 ☐ Yes 2 ☐ No

B. If your facility does receive juvenile offenders, are they housed separately from adult prisoners? — 1 ☐ Yes 2 ☐ No

C. Enter the NUMBER OF PERSONS CONFINED on the indicated dates. If records are not maintained which provide counts on the earlier dates, please enter reasonable estimates if possible and INDICATE SUCH ESTIMATION BY AN ASTERISK (*).

	Adult	Juvenile
May 15, 1969		
August 15, 1969		
December 15, 1969		
March 15, 1970		

D. Composition of Prisoner Population – Please CHECK (✓) the boxes that indicate the TYPES of prisoners your facility receives.

	Adult		Juvenile
	Males	Females	Males and females
1. Persons not yet arraigned or being held for other authorities	1	2	3
2. Persons arraigned and awaiting trial	1	2	3
3. Persons serving sentences of 1 year or less. DO NOT include prisoners under appeal; enter at D-5	1	2	3
4. Persons serving sentences of more than 1 year. DO NOT include prisoners under appeal; enter at D-5	1	2	3
5. Convicted prisoners awaiting further legal action, i.e. waiting sentencing, under appeal, etc.	1	2	3

E. Prisoners – Please enter the NUMBER of prisoners your facility held on March 15, 1970.

1. Persons not yet arraigned or being held for other authorities			
2. Persons arraigned and awaiting trial			
3. Persons serving sentences of 1 year or less. DO NOT include prisoners under appeal; enter at E-5			
4. Persons serving sentences of more than 1 year. DO NOT include prisoners under appeal; enter at E-5			
5. Convicted prisoners awaiting further legal action, i.e., waiting sentencing, under appeal, etc.			

F. If your facility holds sentenced prisoners, please indicate the MAXIMUM sentence that can be served in your institution. If the maximum sentence is life, enter 99 years. *(Make entry in one category only)*

	Number
Days	
Months	
Years	

If your facility DOES NOT hold sentenced prisoners CHECK (✓) here ——→ ☐

FORM CJ-5 (3-12-70)

Section II. FACILITIES

A. Capacity – How many persons is the facility designed to hold? *(Do not include any arrangements to accommodate overcrowding.)*	Number
B. Age of facilities – Please record the number of cells at the age category which best indicates the age of the facilities. *(Make more than one entry when appropriate.)*	Number of cells
0–25 years	
26–50 years	
51–75 years	
76–100 years	
Over 100 years	
What year was construction begun on your facility? An estimate will suffice if the facility is very old and exact year is not known.	Year
C. Construction and renovation	Year
1. Enter the year in which the **latest extensive renovation** took place *(Enter "None" if the facility has never been renovated)*	
2. If the most recent renovation was in 1965 or later, enter approximate cost of most recent renovation	$ _____
3. Is your institution undertaking or does it plan to undertake any construction during calendar year 1970? If "Yes," indicate the approximate amount	1 ☐ Yes 2 ☐ No $ _____

D. Presence of facilities *(Check applicable column)*	Available	Not available
1. Recreational facilities/programs	1	2
2. Educational facilities/programs	1	2
3. Medical facilities	1	2
4. Visiting room or attorney's consultation room	1	2
5. Operating flush toilets	1	2

E. Security of facility – Check (✓) box which best describes facility; check more than one if facility has units with differing degrees of security.	
Minimum	1
Medium	2
Maximum	3

Section III. EMPLOYMENT AND FINANCES

A. Employment – Please enter the number of **jail employees** and amount of **jail** payrolls for the periods indicated.	Number
1. Number of full-time jail employees on March 15, 1970	
2. Number of part-time jail employees on March 15, 1970	Number
3. Full-time jail payroll for month of March 1970	$ _____
4. Part-time jail payroll for month of March 1970	$ _____
B. Finances	
1. Please report the **total operating expenditures** of your institution for the latest fiscal year for which data are available. **Include** salaries, wages, purchase of supplies, utilities, transportation, etc. **Exclude** capital expenditures, i.e. purchase of land and equipment and construction	$ _____
2. The above expenditures are for the fiscal year ended in	Year

APPENDIX B

Budget Bureau No. 41-S70023; Approval Expires October 31, 1970

Name of agency reporting	FORM CJ-4 (3-13-70)	U.S. DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS
	NATIONAL JAIL SURVEY Municipalities	
Data supplied by		
Name	In correspondence pertaining to this report, please refer to this number 12	
Title		
Official address *(Number and street, city, State, ZIP code)*		
Telephone	*(Please correct any error in name and address including ZIP code)*	
Area code / Number / Extension	TO: Bureau of the Census Processing Division Washington, D.C. 20233	

Dear Sir:

On behalf of the Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice, the Bureau of the Census is conducting a national survey of jails and lockups. As there is an urgent need for information about these facilities to enable LEAA to meet its responsibilities in implementing programs in the criminal justice field, your cooperation in completing this questionnaire will be most helpful.

Please note that if there are any questions for which the answer cannot be obtained from available records, reasonable estimates will be useful for purposes of this survey. Simply indicate estimates with an asterisk.

The duplicate copy of the questionnaire is for your files. The addressed copy should be returned in the enclosed official envelope, which requires no postage.

Your assistance in providing the information requested will be very much appreciated.

Sincerely,

George H. Brown

GEORGE H. BROWN
Director
Bureau of the Census

2 Enclosures

1. Does your facility hold persons for periods of MORE THAN 48 HOURS? *(If NO, check (✓) "No" box; disregard remainder of questionnaire, and return to the Bureau of the Census.)*			1 ☐ Yes 2 ☐ No
2. What was the largest number of persons confined for any day during March 1970?			Number
3. What was the smallest number of persons confined for any day during March 1970?			Number
4. How many prisoners is your facility designed to hold? *(Do not include any arrangements to accommodate overcrowding)*			Number
5. Composition of Prisoner Population – Please CHECK (✓) the boxes that indicate the types of prisoners your facility receives.	Adult		Juvenile
	Males	Females	Males and Females
a. Persons not yet arraigned, or being held for other authorities	1	2	3
b. Persons arraigned and awaiting trial	1	2	3
c. Persons serving sentences of 1 year or less. Do not include prisoners under appeal; enter at 5e	1	2	3
d. Persons serving sentences of more than 1 year. Do not include prisoners under appeal; enter at 5e	1	2	3
e. Convicted prisoners awaiting further legal action; i.e., waiting sentencing, under appeal, etc.	1	2	3
6. Number of Prisoners – Please enter in the boxes the NUMBER of prisoners your facility held on March 15, 1970.			
a. Persons not yet arraigned, or being held for other authorities			
b. Persons arraigned and awaiting trial			
c. Persons serving sentences of 1 year or less. Do not include prisoners under appeal; enter at 6e			
d. Persons serving sentences of more than 1 year. Do not include prisoners under appeal; enter at 6e			
e. Convicted prisoners awaiting further legal action; i.e., waiting sentencing, under appeal, etc.			
7. If your facility holds sentenced prisoners, please indicate the MAXIMUM sentence that can be served in your institution. If the maximum sentence is life, enter 99 years. *(Make entry in one category only)*			Number
			Days
			Months
			Years
If your facility **DOES NOT** hold sentenced prisoners, CHECK (✓) here →			☐
8. In what year was construction begun on your facility? An estimate will suffice if the facility is very old and exact year is not known.			Year
9. Enter the year of the most recent major renovation. Enter "none" if the facility has never been renovated.			Year
10. If the most recent renovation was 1965 or later, what was the approximate cost of the most recent renovation?			$
11. Enter construction expenditures during 1969.			$
12. Is your institution undertaking or does it plan to undertake any construction during calendar year 1970? *(If "Yes," indicate the approximate amount)*			1 ☐ Yes 2 ☐ No $
13. What was the number of full-time JAIL employees March 15, 1970?			Number
14. What was the number of part-time JAIL employees March 15, 1970?			Number
15. What was the amount of the full-time JAIL payroll for month of March 1970?			$
16. What was the amount of the part-time JAIL payroll for month of March 1970?			$
17. Please report the TOTAL OPERATING EXPENDITURES of your facility for the latest fiscal year for which data are available. INCLUDE salaries, wages, supplies, utilities, transportation, etc. EXCLUDE capital expenditures; i.e., purchase of land and equipment, and construction			$
The above expenditures are for the fiscal year ended in			Year

FORM CJ-4 (3-13-70)

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USCOMM-DC

APPENDIX C

STATE OF TEXAS PLANNING AGENCIES AND REGIONS[1]

	Planning Agency	State Planning Region
1.	Alamo Area Council of Governments	Alamo
2.	Ark-Tex Council of Governments	North East Texas
3.	Brazos Valley Development Council	Brazos Valley
4.	Capitol Area Planning Council	Capitol
5.	Central Texas Council of Governments	Central Texas
6.	Coastal Bend Regional Planning Commission	Coastal Bend
7.	Concho Valley Council of Governments	Concho Valley
8.	Deep East Texas Development Council	Deep East Texas
9.	East Texas Council of Governments	East Texas
10.	El Paso Council of Governments	Upper Rio Grande
11.	Golden Crescent Council of Governments	Golden Crescent
12.	Heart of Texas Council of Governments	Central Texas
13.	Houston-Galveston Area Council	Gulf Coast
14.	Lower Rio Grande Valley Development Council	Lower Rio Grande Valley
15.	Middle Rio Grande Development Council	Alamo
16.	Nortex Regional Planning Commission	North Texas
17.	North Central Texas Council of Governments	North Central Texas
18.	Panhandle Regional Planning Commission	Panhandle
19.	Permian Basin Law Enforcement Planning Committee[2]	Permian Basin
20.	South East Texas Regional Planning Commission	South East Texas
21.	South Plains Association of Governments	South Plains
22.	South Texas Development Council	South Texas
23.	Texoma Regional Planning Commission	North Central Texas
24.	West Central Texas Council of Governments	West Central Texas

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[1]See Figure 1.

[2]Not recognized by Division of Planning Coordination, Office of the Governor, Austin, Texas, as a "clearinghouse."

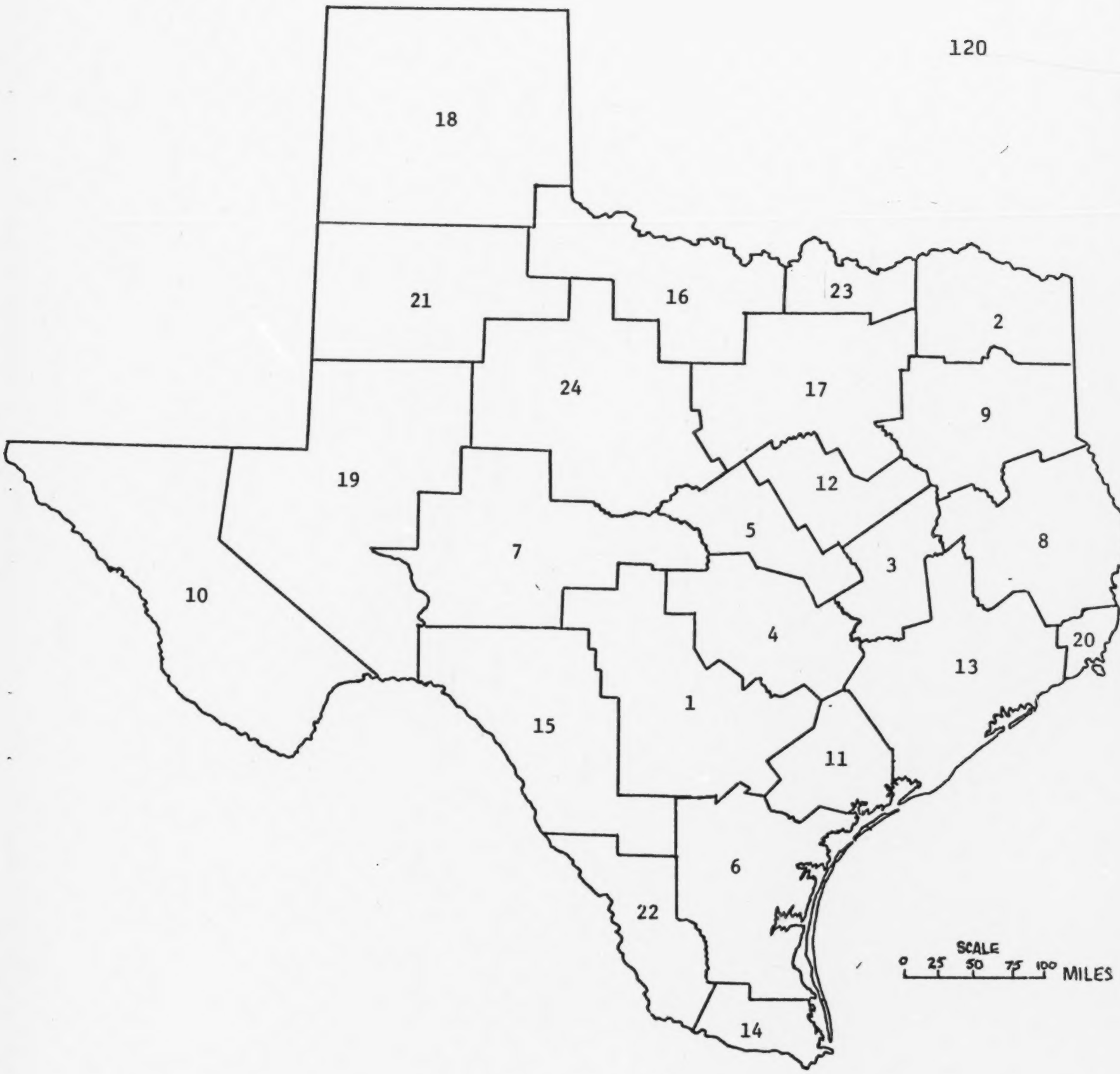

FIGURE 1 : STATE PLANNING REGIONS OF TEXAS

APPENDIX D

STANDARD METROPOLITAN STATISTICAL AREAS IN TEXAS[1]

	SMSA	Counties
1.	Abilene	Jones, Taylor
2.	Amarillo	Potter, Randall
3.	Austin	Travis
4.	Beaumont-Port Arthur	Jefferson, Orange
5.	Brownsville-Harlingen-San Benito	Cameron
6.	Corpus Christi	Nueces, San Patricio
7.	Dallas	Collin, Dallas, Denton, Ellis, Kaufman, Rockwall
8.	El Paso	El Paso
9.	Fort Worth	Johnson, Tarrant
10.	Galveston-Texas City	Galveston
11.	Houston	Brazoria, Fort Bend, Harris, Liberty, Montgomery
12.	Laredo	Webb
13.	Lubbock	Lubbock
14.	McAllen-Pharr-Edinburg	Hidalgo
15.	Midland	Midland
16.	Odessa	Ector
17.	San Angelo	Tom Green
18.	San Antonio	Bexar, Guadalupe
19.	Sherman-Denison	Grayson
20.	Texarkana[2]	Bowie
21.	Tyler	Smith
22.	Waco	McLennan
23.	Wichita Falls	Archer, Wichita

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[1]See Figure 2.

[2]Includes Miller County, Arkansas.

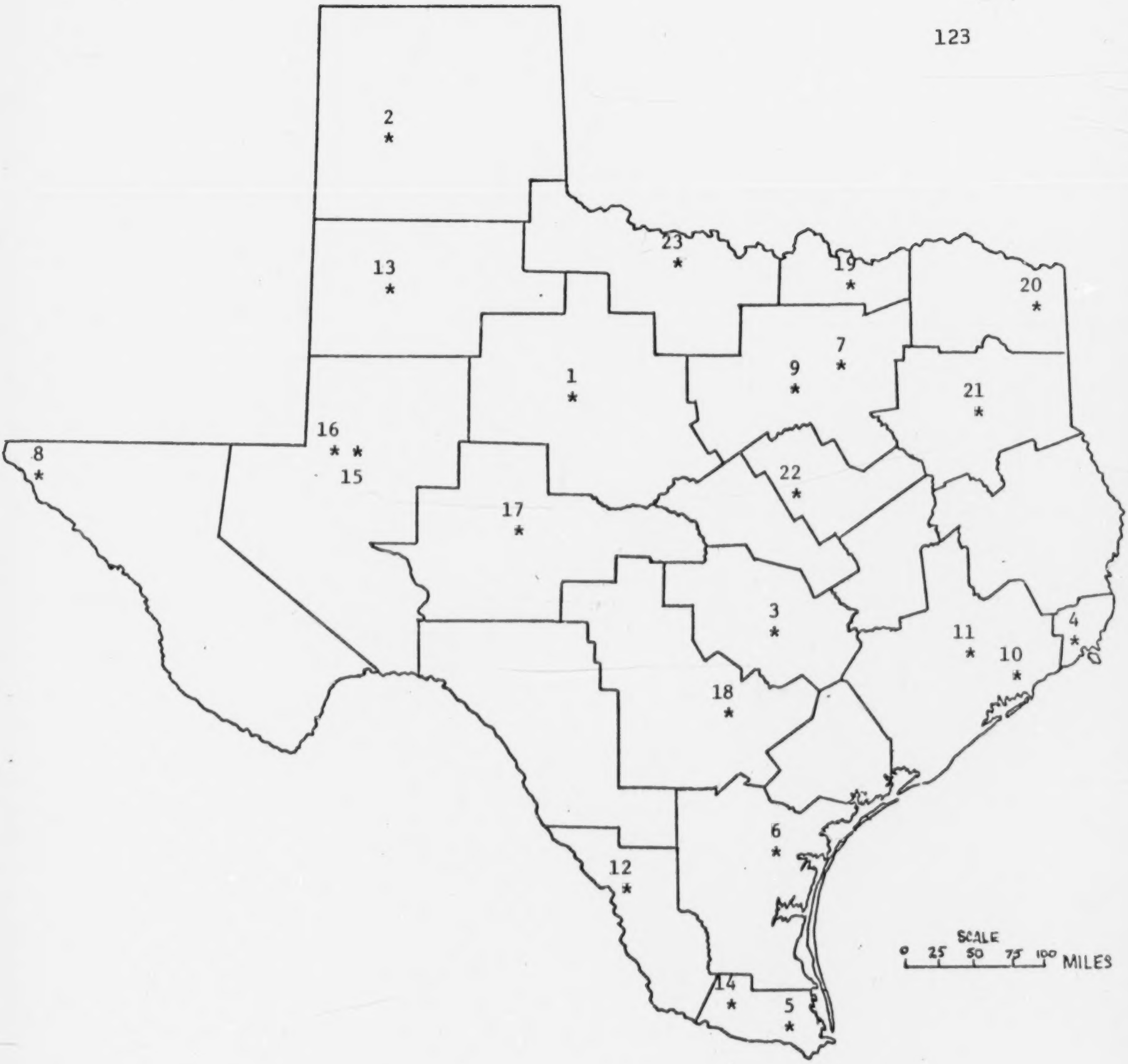

FIGURE 2 : STANDARD METROPOLITAN STATISTICAL AREAS

APPENDIX E

LIST OF TEXAS CITIES WITH LESS THAN 25,000 POPULATION

1. Alvin
2. Aransas Pass
3. Azle
4. Bellmead
5. Big Spring
6. Bonham
7. Bowie
8. Burkburnett
9. Cameron
10. Coleman
11. Crystal
12. Deer Park
13. Del Rio
14. Denison
15. Dimmitt
16. Donna
17. El Campo
18. Elgin
19. Floydada
20. Forest Hill
21. Freeport
22. Friona
23. Gainesville
24. Gladewater
25. Grapevine
26. Hurst
27. Kennedale
28. Kerrville
29. Kilgore
30. Killeen
31. Lamesa
32. La Porte
33. Lufkin
34. Marshall
35. McKinney
36. Memphis
37. Mexia
38. Mt. Pleasant
39. Muleshoe
40. Newton
41. North Richland Hills
42. Palestine
43. Paris
44. Plano
45. Port Lavaca
46. Quanah
47. Richland Hills
48. Robstown
49. Rotan
50. Slaton
51. Snyder
52. Stamford
53. Sweetwater
54. Taylor
55. Terrell
56. Tulia
57. Uvalde
58. West
59. West University Place
60. Wylie

APPENDIX F

LIST OF TEXAS CITIES WITH POPULATION OF 25,000 OR MORE

1. Abilene
2. Amarillo
3. Arlington
4. Baytown
5. Beaumont
6. Corpus Christi
7. Denton
8. El Paso
9. Fort Worth
10. Fort Worth Rehabilitation Farm
11. Galveston
12. Grand Prairie
13. Harlingen
14. Houston
15. Houston City Municipal Prison Farm
16. Irving
17. Kingsville
18. Longview
19. Lubbock
20. McLennan
21. Midland
22. Odessa
23. Orange
24. Pasadena
25. Port Arthur
26. San Angelo
27. Texarkana
28. Texas City
29. Victoria
30. Wichita Falls

APPENDIX G

LIST OF TEXAS COUNTIES BY COUNTY CODES

001 - Anderson
002 - Andrews
003 - Angelina
004 - Aransas
005 - Archer
006 - Armstrong
007 - Atascosa
008 - Austin
009 - Bailey
010 - Bandera
011 - Bastrop
012 - Baylor
013 - Bee
014 - Bell
015 - Bexar
016 - Blanco
017 - Borden
018 - Bosque
019 - Bowie
020 - Brazoria
021 - Brazos
022 - Brewster
023 - Brisco
024 - Brooks
025 - Brown
026 - Burleson
027 - Burnett
028 - Caldwell
029 - Calhoun
030 - Callahan
031 - Cameron
032 - Camp
033 - Carson
034 - Cass
035 - Castro
036 - Chambers
037 - Cherokee
038 - Childress
039 - Clay
040 - Cochran
041 - Coke
042 - Coleman
043 - Collin
044 - Collingsworth
045 - Colorado
046 - Comal
047 - Comanche
048 - Concho
049 - Cooke
050 - Coryell
051 - Cottle
052 - Crane
053 - Crockett
054 - Crosby
055 - Culberson
056 - Dallam
057 - Dallas
058 - Dawson
059 - Deaf Smith
060 - Delta
061 - Denton
062 - Dewitt
063 - Dickens
064 - Dimmit
065 - Donley
066 - Duval
067 - Eastland
068 - Ector
069 - Edwards
070 - Ellis
071 - El Paso
072 - Erath
073 - Falls
074 - Fannin
075 - Fayette
076 - Fisher
077 - Floyd
078 - Foard
079 - Fort Bend
080 - Franklin
081 - Freestone
082 - Frio
083 - Gaines
084 - Galveston
085 - Garza
086 - Gillespie
087 - Glasscock
088 - Goliad
089 - Gonzales
090 - Gray
091 - Grayson
092 - Gregg
093 - Grimes
094 - Guadalupe
095 - Hale
096 - Hall
097 - Hamilton
098 - Hansford
099 - Hardeman
100 - Hardin
101 - Harris
102 - Harrison
103 - Hartley
104 - Haskell
105 - Hays
106 - Hemphill
107 - Henderson
108 - Hidalgo
109 - Hill
110 - Hockley
111 - Hood
112 - Hopkins
113 - Houston
114 - Howard
115 - Hudspeth
116 - Hunt
117 - Hutchinson
118 - Irion
119 - Jack
120 - Jackson
121 - Jasper
122 - Jeff Davis
123 - Jefferson
124 - Jim Hogg
125 - Jim Wells
126 - Johnson
127 - Jones
128 - Karnes
129 - Kaufman
130 - Kendall
131 - Kenedy
132 - Kent
133 - Kerr
134 - Kimble
135 - King
136 - Kinney
137 - Kleberg
138 - Knox

139 - Lamar
140 - Lamb
141 - Lampasas
142 - La Salle
143 - Lavaca
144 - Lee
145 - Leon
146 - Liberty
147 - Limestone
148 - Lipscomb
149 - Live Oak
150 - Llano
151 - Loving
152 - Lubbock
153 - Lynn
154 - McCulloch
155 - McLennan
156 - McMullen
157 - Madison
158 - Marion
159 - Martin
160 - Mason
161 - Matagorda
162 - Maverick
163 - Medina
164 - Menard
165 - Midland
166 - Milam
167 - Mills
168 - Mitchell
169 - Montague
170 - Montgomery
171 - Moore
172 - Morris
173 - Motley
174 - Nacogdoches
175 - Navarro
176 - Newton
177 - Nolan
178 - Nueces
179 - Ochiltree
180 - Oldham
181 - Orange
182 - Palo Pinto
183 - Panola
184 - Parker
185 - Parmer
186 - Pecos
187 - Polk
188 - Potter
189 - Presidio
190 - Rains
191 - Randall
192 - Reagan
193 - Real
194 - Red River
195 - Reeves
196 - Refugio
197 - Roberts
198 - Robertson
199 - Rockwall
200 - Runnels
201 - Rusk
202 - Sabine
203 - San Augustine
204 - San Jacinto
205 - San Patricio
206 - San Saba
207 - Schleicher
208 - Scurry
209 - Shackelford
210 - Shelby
211 - Sherman
212 - Smith
213 - Somervell
214 - Starr
215 - Stephens
216 - Sterling
217 - Stonewall
218 - Sutton
219 - Swisher
220 - Tarrant
221 - Taylor
222 - Terrell
223 - Terry
224 - Throckmorton
225 - Titus
226 - Tom Green
227 - Travis
228 - Trinity
229 - Tyler
230 - Upshur
231 - Upton
232 - Uvalde
233 - Val Verde
234 - Van Zandt
235 - Victoria
236 - Walker
237 - Waller
238 - Ward
239 - Washington
240 - Webb
241 - Wharton
242 - Wheeler
243 - Wichita
244 - Wilbarger
245 - Willacy
246 - Williamson
247 - Wilson
248 - Winkler
249 - Wise
250 - Wood
251 - Yoakum
252 - Young
253 - Zapata
254 - Zavala

APPENDIX H

COPY OF PROPOSED PLAN FOR "MODULAR" REGIONAL DETENTION FACILITIES FOR TEXAS

The scope of this correctional planning begins with the pre-offense period and continues through post release programming. Programs for counseling and training the professional unemployed, the delinquent, and the potential offender, both adult and juvenile, need to be developed, as well as programs of counseling and training for the alcoholic, the narcotic addict and the potential addict. While it is desirable that programs be aimed at the juvenile, efforts should be made to reach adults in ghetto communities also; because juveniles are influenced by their elders. A concentrated effort must be made in employment placement and general upgrading programs for these communities. It is not enough to find a person a job, then dismiss the case as successfully concluded. It is necessary to follow up on these placement and determine whether they really are successful. Many persons in these areas never have been gainfully employed for any length of time, and their chances of success in a competitive free society are tenuous. Certainly not all these people are potential law violators, but they need to be given a better chance to avoid becoming a criminal statistic. The ghetto areas are not the only segments of our community in need of education and training programming. The more affluent neighborhoods also are experiencing an increase in crime. Programs directed toward this segment of society also must be developed. These programs must include schools, churches, and service organizations of all kinds.

The correctional process must begin immediately upon apprehension of the suspected offender. Programs to be developed at the university level will assure more compatibility among the elements of the criminal justice system.

Programs developed by the Criminal Justice Council are designed to assure that newly apprehended offenders or suspected offenders are separated from other prisoners and that they are held locally only long enough to complete local processing. The short term incarceration system will be designed to diminish expensive operating requirements and burdens placed upon the local unit of government. Cases requiring extended confinement due to legal processing may be transferred to regional facilities and could be transported by the state-operated bus system.

Design and construction of regional detention facilities will be flexible so as to fill present needs, yet provide for future changes with minimum expense as the need for incarceration facilities declines and that for rehabilitative programming capabilities increases. The buildings could be constructed of prefabricated steel and precast concrete, utilizing Department of Corrections labor and material. They would be designed to provide the security deemed necessary at this time, as noted in the general statement, with flesibility built in to facilitate future rearrangement for a maximum rehabilitative effort. The arrangement and construction of these buildings will be directed toward maximum education, training, and rehabilitative programs. They will be directed toward the ultimate purpose of protecting society by pre-release and work-release programming for local job and community placement.

These units should be modular and separate, so as to function with one overall administrative unit. The capacity of any one of the modules of this regional detention facility would not exceed the population limits set forth in guidelines prescribed by the Law Enforcement Assistance Administration. There would

be separate individual modules for maximum security, medium security, and minimum security, with additional ones for pre-release and work-release programs. There would be module units for academic education, vocational education, and other rehabilitative programs as required. A modular type unit for temporary residence, similar to the half-way house concept to be utilized by the offenders and ex-offenders on a limited time basis during their process of returning to society, would need to be developed. The operation of this particular module would be coordinated with the job placement and correctional effectiveness program to be developed as part of this supplemental plan.

The purpose of this correctional planning concept is to protect society. It is designed to accomplish this purpose in the most effective and humane manner within the scope of financial and human-resource availability. The successful accomplishment of this purpose would result in curtailment of crime through reduction of recidivism. Many years of analysis reveal that statistics on offenders contained in the plans of the Criminal Justice Council are meaningful and correct. Comparison of pre-rehabilitative programming must be expanded outside the local unit facility and made available to all areas of correctional processing. All factual information gathered to date reveals that local communities operating detention facilities do not possess the resources (human or financial) to support total rehabilitation programming.

The correctional institutions proposed under this plan could be operated more economically under the Department of Corrections by professional correctional personnel than under a combination of counties acting independently and without the support of the rest of the correctional system. To effect such a result, proposed legislation has been submitted in the 62nd Legislature.

Method of Obtaining Regional Correctional Facilities

It is recommended that regional correctional institutions be provided in accordance with the proposed language of HB 646 as follows:

> The contracting parties to any interlocal contract or agreement shall have full authority to contract with state departments and agencies as defined in Article 4413 (32) V.A.C.S. The contracting parties to interlocal contract or agreement shall have specific authority to contract with the Department of Corrections for the construction, operation, and maintenance of a regional correctional facility provided that title to the land on which said facility is to be constructed is deeded to the Department of Corrections and provided further that a contract is executed by and between all the parties as to payment for the housing, maintenance, and rehabilitative treatment of persons held in jail who cannot otherwise be transferred under authority of existing statutes to the direct responsibility of the Department of Corrections.

The plan for regional correctional units envisions a modular concept in order to preclude the necessity of a large, centrally housed unit contained many inmates. The modular concept will further allow for a small maximum security unit and a larger number of minimum security modular units for the housing of pre-work release and work-release personnel. The site location can range between 65 and 100 acres.

I. PHYSICAL FACILITY

A. CENTRAL ADMINISTRATIVE UNIT

In the central administrative structure would be housed the following:

1. Administrative Unit
2. Security Control
3. Receiving and Diagnostic Complex
4. Housekeeping Unit
5. Food Services
6. Supply Storage (including janitorial)
7. Commissary (for personnel and inmates, including inmate script)
8. Office Housing for Administration and Special Services
9. Laundry
10. Clinic and Hospital Facility (including diagnostic unit laboratory)
11. Barber Shop

B. MAXIMUM SECURITY UNIT

1. Male maximum security unit, immediately adjacent and connected to central administration unit. It is contemplated that within the maximum security unit will be individuals with pending appeals as well as those under misdemeanor convictions, who are security risks, and also persons undergoing processing in the diagnostic unit. Cart laundry service would be provided from the main administration building, cart food service from the multi-use dining area. This area is furnished with six-man movable tables. It houses a screened library area so that the dining space within the maximum security unit can be used for library and educational training purposes. This unit, constructed as a separate building will include the following:

   a. Three-tiered, 240 unit capacity
   b. Multi-use dining area
   c. Monitor and control picket
   d. Shower facilities
   e. Janitorial storage

2. Female Unit, immediately adjacent and connected to central administration unit. Although this unit will house sufficient maximum security units to care for felony-appeal convicts and high-security-risk misdemeanor convicts, this unit is also designed as a modular-type unit with a motel-room-type structure and is utilized for female pre-release and work release inmates. Food and laundry service will be by cart transport to and from the adjacent main administration building. This unit, constructed as a separate building will include the following:

a. Primarily motel-type medium security unit, with number of maximum security units (room type) to be determined by regional area needs.

b. Dining, day-room combination. Multi-use unit within building structure with screened library area for use for dining, library and educational purposes.

C. PRE-WORK RELEASE HOUSING UNIT

This unit is precast construction with single man units controlled by an electric lock door system and central control. It has contained latrine and shower facilities. Separation of youthful from older offenders would be implemented. Food and laundry services and medical and barber facilities are housed in the central administrative unit. This unit may be duplicated if necessary, depending upon the number of local personnel coming out of maximum security for education and training prior to transferring to the work release unit. The number of this type of unit also is dependent upon the extent of the number of personnel given pre-work release programs at the Department of Corrections prior to being transferred to residence in the work release modules.

D. WORK RELEASE UNIT

This unit is a minimum security type of unit preferably with single man units contained therein controlled by an electric

lock door system and central control. Contained latrine and shower facilities are within each unit. Separation of the youthful from the older offenders would be implemented. Food and laundry services are housed in the central administration unit. The work release unit is contemplated as a motel-type facility and is a self-contained living area for inmates (except for food and laundry services); it is also contemplated that personnel would be transported daily to and from jobs. These in residence would simultaneously participate in the educational and technical/vocational training offered in the training module. Inmates also would participate in schedules individual and group counseling and therapy.

E. EDUCATION AND TECHNICAL/VOCATIONAL MODULES

Each module is divided into an education sector and a technical/vocational shop training area. The education and technical vocational modules are separately housed buildings divided into a technical/vocational shop area, where technical/vocational training is given, and an educational area, where classroom and educational instruction, as well as counseling, is conducted. The educational portion of the module is divided into classroom areas which are not separated by fixed walls but which are fitted with movable or rolling wall partitions to accommodate varying sizes of classes. Each module must contain rest-room facilities for inmates and rest-room facilities for instructional and counseling personnel, together with a minimum of ten office space areas for teachers,

counselors, and instructors. Each module should be capable of carrying up to 200 individuals in classroom instruction in the education area and up to 200 individuals in the shop area. By simultaneous use of both shop areas and classroom or educational areas, the full-time use of the education and technical/vocational module can be effected. At least three modules are contemplated in the following fields:

1. Transportation. This module is inclusive of all vocations connected with the transportation (including automotive) industry, ranging from stock clerk work and training to driver training and vehicular maintenance. Such a module also would contain the technical/vocational training pertaining to the automotive industry, ranging from service in all phases to automotive and body and fender repair, including automotive air conditioning.

2. Food Service. This module is inclusive of all vocations connected to food service, ranging from warehousing and care of food products in the wholesale and retail food service industry to food preparation and service. It is contemplated that a wide range of job training could be given in this field to meet the needs of varied learning capacities and aptitudes of the inmate trainees.

3. Building Trades. This module is inclusive of all vocations connected with the building trades industry, and is inclusive of vocational training in building trades supply industries at the wholesale and retail level to the various segments of the building and construction trades themselves and extending to both manual labor and artisan training. It is contemplated that this training module also would include training in metals and machines on a limited basis, with this activity to expand to a separate module when the need arises.

F. POWER AND SERVICE UNIT

This unit is a separate structure which contains an office, utility maintenance shop, power unit for the entire complex, and fire control unit.

G. THE ENTRANCE UNIT

The entrance unit is located at the entrance of the complex and houses entrance security personnel. In the upper story is space for security personnel controlling the entrance to the complex, the armory, and the communications section. Downstairs area contains a visitor processing section and a separate visitor lounge waiting area, each of which are separated from the upper story egress and ingress areas.

H. CHAPEL UNIT

This unit is a separate structure housing an interdenominational sanctuary, and chaplain's office and counseling area.

I. ATHLETIC AND SPORTS PROGRAM UNIT

This unit is a gymnasium-type unit which would house the officing for personnel of the athletic and sports program and would be utilized as an auditorium as well.

J. STAFF HOUSING

For operational convenience and for employee incentive, it is recommended that housing for personnel be constructed adjacent to and outside of the correctional facility complex. This housing area would include residence structures for the superintendent and the assistant superintendent; a dormitory structure for non-married personnel, and, if deemed appropriate, overnight facilities for visiting professionals, including law enforcement personnel. Maintenance personnel and supervisors would be housed in either a duplex or a mobile home.

II. IMPLEMENTATION AND OPERATION PLAN AND PERSONNEL REQUIREMENTS

A. CONSTRUCTION PLAN

The majority of the regional correctional units would be of minimum-security-type construction, which can be built at far less cost than maximum security units. Department of Corrections materials, labor, and supervision could be utilized. With these advantages, it is estimated that the complex could be constructed with available Part E funds, matched by labor and materials furnished by the Department of Corrections. Costs incurred in the most recent Department of Corrections unit construction (Coffield) provide the basis for this estimate.

This structure should be within reasonable driving range of employment sites within a metropolitan area for effective use of the work release program. The site of the facility should be one which will be accorded community acceptance. Availability of sewerage, water, natural gas, telephone, and electrical utilities should be considered. Suggested steps for consideration in implementation are these:

1. Decision on location and community contact, education, and contract
2. Architectural assistance
3. Site location
4. Site clearing
5. Utility installation
6. Labor housing construction
   Use of a pre-fab steel unit capable of carrying gunnite side application is contemplated for construction of labor housing. This unit would later be used as an education and technical/vocational module, and the design must be suitable for conversion.
7. Construction of Physical Facility
   The entire complex, exclusive of operational personnel housing, will be enclosed by chain-link fence protected by ground sensory devices.

B. OPERATIONAL PLAN

The operational plan envisioned by this concept of a regional correctional facility is one which is built around program. The essence of program philosophy is diagnosis and treatment. The diagnostic phase is handled by the diagnostic unit of the corrections facility's administrative function. In order to secure maximum benefits from the corrections program, the staff

must include sufficient full-time or part-time persons to assist in psychiatric evaluation and psychological testing. Sufficient medical assistance for physical examination, including laboratory testing, of those individuals who are received from local and county jails, must be available to the diagnostic unit. It is assumed that the physical examination of Department of Corrections transferrees would be accomplished at the Department of Corrections unit from which the individual is transferred. Part of the diagnostic personnel also will be utilized in the treatment program. The types of personnel needed in diagnostic are, by profession, as follows: psychiatric, psychological, sociological, professional counseling, and, for the education program, psychometric. It is contemplated that staffing for the educational portion of the program can be supplied by the Texas Education Agency, since the unit would be designated as a school district by reason of its operation by the Department of Corrections. Other agency employees who would be called upon for assistance will be those of the Texas Employment Commission, who will be doing assistance in the job counseling, training and development fields; Rehabilitation Commission staff members engaged in job training, counseling, and development; and drug abuse and alcoholic counseling and treatment personnel. Two stages of personal-problem counseling are contemplated in both group and individual counseling therapy; namely, terminal inmate counseling prior to release, and family life counseling, including involvement, where feasible, of the family of the inmate prior to release. Office facilities must

be provided for parole personnel for pre-release acquaintance with the inmates' problems, which later will confront the parole personnel, together with the job training information and personal history information of the inmate prior to release, including diagnostic.

It is contemplated that all personnel who enter the correctional institution from whatever source will be processed through the diagnostic center prior to entering the pre-work release and the work release program. Inmates transferred from the Department of Corrections would be expected to have a shorter period in the diagnostic center by reason of previous diagnostic services and programs within the Department of Corrections.

The program areas to which an individual would be assigned will be governed by his expected period of residence within the institution. In the pre-work release field more emphasis will be placed on education and technical and vocational training. This is necessarily dependent upon the history, experience, and abilities of the individual. As the individual graduates to the work release program, the technical/vocational training, as well as job and personal counseling, will be increased in order better to fit the inmate to job capability in the work release program and to his post-release experience of return to the free world. The entire aim of the program is to fit an individual to return to the outside with job-holding capability and, if possible,

already employed by means of the work release program, together with as much attitude change as can be extracted from a good rehabilitation program. A work release program, therefore, might be described as placing an inmate in an outside job for a time before release so that he can integrate into the outside world with a minimum of transition problems. In the work release program, individual participants are transported by the institution each day to their job site and are picked up each day and returned to the institution. The job progress of the individual must be monitored and assistance must be given to employers, particularly supervisors, in order that maximum results can be achieved from the program. During off-work periods counseling and training of the inmate will continue to the date of release by discharge or parole.

Graduation of the inmate from the Department of Corections unit or from the pre-work release unit to the work release program is contemplated. The program design calls for releasing him through parole or discharge by way of the work release program.

The module concept of this correctional institution will allow each housing module to be, in effect, an individual institution in itself. The reason for the modular design concept is to have a series of small self-contained corrections institutions under a single administration and supply source. The design, then, is an attempt to make possible classification and separation,

both by age and offender type, an undertaking which would be virtually impossible in institutions of large population.

In-service training of personnel employed in the correctional facility would be carried on at all times. Maximum use of personnel of state agenices, as the Texas Education Agency, Commission on Alcoholism, Texas Employment Commission, the Board of Pardons and Paroles, and the Rehabilitation Commission, is vitally necessary to the success of the program.

Other agency personnel such as Veterans Administration, Department of Public Welfare and the Social Security Administration must be integrated into the program for it to reach a maximum level of success.

There is a definite need for detention facilities in rural areas, but these communities could not support facilities capable of conducting complete correctional programs. It is therefore recommended that communities in this category be provided assistance in construction of prefabricated steel and precast concrete slab cells that would provide the security required. These prefabricated steeel buildings could be arranged to house the various law enforcement agencies: sheriff, police and highway patrol. The local detention program would not diminish the utilization of the regional detention center. As soon as the processing of a prisoner in a local community detention center has been completed, he should be transferred to the nearest regionl facility, thus eliminating vegetation of prisoners in local jails. This process would also reduce the overall cost of security for the local facility. Food services, medical services, etc., could be contracted locally for the short time the prisoners would be confined there. The cost of erecting and equipped this type of local facility would be much less, in most instances, than the renovation of the older local community jail. Many of these older jails could be remodeled and used by the units of local government for other purposes. Some of the larger ones, in emergency cases, could be utilized in combination with surrounding counties as sub-regional detention facilities.

Training and education should not be limited to the probation field itself, but should include other areas of the correctional process. It could begin on the academy level and progress through the college level. A person should not be considered trained

until he has completed college or university training, although this level will be difficult to provide for the quantity and quality of personnel needed to accomplish the mission of this state in the field of probation. Therefore, there must be an expansion program for correctional training throughout the state in all levels.

Part of this training expansion could relieve some of the financial problems that the local communities are experiencing in providing probation services. This could be done by developing intern programs of the university level. These interns could then be furnished to local communities to work off part of their degree requirements by serving under the supervision of graduate probation officers. Assignments could be rotated from minimum to maximum caseload areas, thus assuring the intern of the widest possible experience. Interns could be trained and equipped to furnish the courts with pre-trial information, as well as, pre-sentence investigation reports. Many other functions of probation officers, neglected due to caseloads, could be accomplished by interns. It is hoped that the cost of providing probation services for communities can be maintained at a minimum until the interns reach a professional status. The lessening of the cost burden to the units of local government could be programmed to include student grants and loans with these intern training programs.

APPENDIX I

UNITED STATES DEPARTMENT OF JUSTICE
BUREAU OF PRISONS
WASHINGTON, D. C. 20537

REGULATIONS GOVERNING CUSTODY AND TREATMENT OF FEDERAL PRISONERS IN NONFEDERAL INSTITUTIONS

Under the provisions of Title 18, United States Code, Section 4002, the Director of the Federal Bureau of Prisons may contract with the proper authorities of any state, territory, or political subdivision thereof, for the imprisonment, subsistence, care, and proper employment of all persons held under authority of any enactment of Congress.

The rates to be paid for the care and custody of said persons shall take into consideration the character of the quarters furnished, sanitary conditions, and quality of subsistence, and may be such as will permit and encourage the proper authorities to provide reasonably decent, sanitary, and healthful quarters and subsistence for such persons.

Persons who will be placed in nonfederal institutions under authority of federal statutes include (1) prisoners held prior to a hearing or conviction, to await trial, for temporary detention while being transported to another institution, to serve short sentences, as parole and mandatory release violators, and as witnesses; and (2) persons to be detained for the Immigration and Naturalization Service.

The general regulations which follow govern the custody and treatment of federal prisoners in jails and other nonfederal institutions. Institution officials should take up with the United States marshal or the Bureau of Prisons matters not covered by these regulations and any cases in which it appears that an exception to the regulations should be made.

1. Responsibility for Prisoners' Custody

It is the responsibility of the sheriff, jailer, or other official responsible for the administration of the institution to keep the prisoners in safe custody and to maintain proper discipline and control.

2. Removal of Prisoners

A federal prisoner legally held in a jail or other place of detention may not be removed therefrom by any person without an order of the federal court, the United States attorney, the United States commissioner or United States magistrate, or permission from the Director of the Bureau of Prisons, except that (1) the committing officer may remove a prisoner for a hearing before the United States commissioner or United States magistrate concerning the charge on which the prisoner was arrested; (2) the committing officer may remove a prisoner placed in an institution temporarily while being transported; and (3) the United States marshal may remove a prisoner as follows:

(a) For transfer to another jail or institution for specified reasons in accordance with Bureau of Prisons regulations and for medical treatment as prescribed in the medical regulations.

(b) For appearance in court for trial, hearing, or investigation upon request of the court or the United States attorney. In this connection Section 3012, Title 18, United States Code provides: "Prisoners or persons in custody shall be brought into court or returned on order of the court or of the United States attorney, for which no fee shall be charged and no writ required."

(c) In pursuance of an oral or written order of the court respecting the trial of an individual's case.

(d) In compliance with writs of habeas corpus.

(e) For interview at the office of the United States attorney or the local office of the Federal Bureau of Investigation as authorized under the United States marshals' regulations.

(f) For the purpose of commitment to an institution where sentence is to be served.

(g) In accordance with instructions from the Bureau of Prisons to take a prisoner to the bedside or funeral of a dying or deceased parent, husband, wife, child, or other member of the immediate family.

3. Standard of Treatment

Federal prisoners will be held in clean quarters adequately heated and ventilated and will receive adequate and wholesome food and proper medical attention. Juveniles will be held apart from adults and male and female prisoners will be properly segregated. Federal prisoners will not be allowed special privileges or improper liberties. They will not be permitted to purchase or receive intoxicating liquors. They will not be permitted to leave the institution for any reason not authorized by law. Sentences and other processes under which federal offenders are held must be carried out impartially and without interference.

Federal prisoners shall not be subjected to corporal punishment or other cruel and inhumane treatment, nor to control or abuse by other inmates. They shall not be handcuffed or otherwise shackled within an institution nor while being employed as authorized in paragraph 13. If the institution officials think that a federal prisoner cannot be restrained by reasonable methods they should report the facts promptly to the United States marshal or to the Bureau of Prisons, and appropriate instructions will be issued for the inmate's custody.

No person confined in a jail or other place of detention shall on the ground of race, color, religion, or national origin, be subjected to discrimination in any matter relating to his confinement.

Federal prisoners who violate the rules of the institution may be disciplined by the following methods:

Restriction of privileges.

Separate confinement for a limited period of time. Any cell used for this purpose should be properly lighted, heated, and ventilated and maintained in a sanitary condition at all times. Facilities for maintenance of personal hygiene should be available. Dietary restrictions should not be imposed. The prisoner should be seen at frequent intervals by a member of the institution staff, medical attention should be provided as needed, and all necessary precautions should be taken to safeguard the prisoner's health.

4. Photographing and Publicity

Institution officials have no authority to give out publicity concerning federal prisoners. They shall not give out personal histories or photographs of the prisoners or information as to the arrival or departure of prisoners or permit reporters to interview them. They shall not permit the photographing of federal prisoners by reporters, news photographers, or other persons not connected with the institution. The institution officials may photograph federal prisoners as a means of identification for official use only.

5. Attorneys

Every federal prisoner must be granted the right to communicate with counsel of his own choosing. However, in the case of certain prisoners, the Bureau of Prisons

may consider it necessary to require that the sheriff, jailer, United States marshal, his deputy, or other officer, be present at an interview between a prisoner and his counsel, and in such a case will issue special instructions accordingly. The interview will be held within sight but out of hearing of the supervising officer. If a prisoner is serving a sentence, the official in charge of the institution may postpone an interview by an attorney, if in his opinion it would not be proper to permit it, pending advice from the Bureau of Prisons, which he should request promptly. Correspondence with attorneys must be regarded as privileged and shall be inspected only as required to prevent the introduction of contraband or otherwise protect the good order and security of the institution.

6. Visits

Visits to federal prisoners shall be in accordance with the institution's prescribed rules. The rules should permit visits from identified members of the prisoner's family, his attorney, and, in the case of prisoners awaiting trial, persons with whom he may need to confer to prepare the defense of his case. Institution officials have the right to deny a visit to any prisoner when in their opinion such a visit would not be in the best interest of society or might endanger the security of the institution.

If in the case of a prisoner awaiting trial or hearing the United States attorney considers that visits or communications from persons other than the prisoner's attorney are against the public interest and so advises the officials, such visits will not be permitted without the written approval of the United States marshal on each occasion.

7. Mail

Federal prisoners will be permitted to correspond, within reasonable limits and subject to inspection by institution officials, with their families and friends, their attorneys, and, in the case of prisoners awaiting trial, with persons whom they need to contact in preparing for trial. They must be permitted to write to the Attorney General, the Director of the Bureau of Prisons, members of the United States Board of Parole, the Pardon Attorney, the United States marshal, and the United States district judge, and to their attorneys as provided in paragraph 5, without their letters being opened or read by institution officials.

Except as provided above, prisoners' incoming and outgoing mail should be inspected; however, mail, including packages, that has been processed through a post office should not be opened without the written consent of the inmate to whom it is addressed. Upon commitment to the institution, each federal prisoner should be requested to sign a declaration, similar to the one shown below, authorizing the officials to open, read, and examine his mail:

> "I hereby authorize the (official in charge) of (name of institution), or his authorized representative, to open all mail and packages directed to me as long as I am a prisoner in said institution."

Mail privileges should be denied to any inmate who refuses to permit such authority to the institution officials, and the inmate should be informed that any mail received for him will be returned to the post office as undeliverable.

If inspection of incoming or outgoing mail discloses evidence of contraband, attempts to escape, information concerning criminal activities, or any material in violation of the postal laws, mail should be withheld and the facts reported promptly to the United States marshal or the Bureau of Prisons.

8. Prisoners' Property

Federal prisoners' personal property and money must be protected and accurately accounted for.

9. Medical Service

Federal prisoners shall be provided with such medical and dental treatment as may be necessary to conserve their health. General medical care will be provided either by the institution physician, if the institution has agreed to furnish medical service, or by a physician paid by the Government. In either event it will be the responsibility of the institution to see that a physician is called when needed for federal prisoners.

When under the terms of the contract the Government is responsible for the expense of special medical services such as dental, surgical, and hospital treatment, the institution should contact the United States marshal for advance authority before incurring any expense for these services, unless an emergency is involved. In an emergency, when the treatment is clearly necessary to conserve the prisoner's health, the institution may proceed with the necessary treatment without prior authority, but in every such case must notify the United States marshal immediately and furnish full information regarding the nature of the illness, the type of treatment to be provided, and the estimated cost. Prior authority must always be secured before incurring expenses for any elective medical service, such as eyeglasses or dentures, or other corrective medical or surgical treatment of disabilities which are not active or progressive.

No federal prisoner will be permitted to undergo treatment at his own expense except with special approval of the Bureau of Prisons.

When medical or dental treatment requires removal of the prisoner from the institution, he shall be removed only after the United States marshal has been notified and has authorized the removal, unless an emergency is involved. In the event of an emergency which does not permit prior notification, the institution may remove the prisoner for necessary treatment, but must notify the marshal as promptly thereafter as possible. All necessary precautions shall be taken to insure the safekeeping of the prisoner while he is absent from the institution.

Prisoners suffering from venereal disease in an infectious state will be segregated and not permitted to mingle with others in the jail until they have been rendered noninfectious by treatment. Prisoners with active tuberculosis or other communicable disease will also be segregated from others. The jail physician will observe the local health laws and report such cases to the proper authorities.

10. Narcotic Drugs

The prescription or administration of habit-forming narcotic drugs merely to support an addiction is prohibited by law and forbidden under these regulations. When a federal prisoner addicted to narcotic drugs is committed to a nonfederal institution, he should be seen by a physician, who should assist the prisoner through the stages of withdrawal as quickly as circumstances permit by applying professionally acceptable medical procedures. In the case of a prisoner afflicted with a painful, progressive, and incurable disease, the administration of narcotic drugs to relieve suffering is authorized in accordance with professionally acceptable medical practice.

11. Death of a Prisoner

In the event of the death of a federal prisoner the institution should notify the United States marshal immediately, furnish information as requested for the marshal's report to the Bureau of Prisons, and follow his instructions with regard to disposition of the body. If the body is claimed by relatives, the marshal has authority to release it to them. If the relatives live at a distance the Government will pay the cost of transporting the body and the expense of preparing the body for shipment including embalming, clothing as needed, casket, and shipping container. If the body is not claimed the marshal has authority to arrange for burial in the local potter's field and necessary funeral expenses will be paid by the

Government. If death is due to violence, accident surrounded by unusual or questionable circumstances, or if death is sudden and the deceased has not been under immediate medical supervision, the coroner of the local jurisdiction should be called to review the case.

12. Marriage

Federal prisoners shall not be allowed to marry unless permission has been obtained from the Bureau of Prisons.

13. Employment

Federal prisoners may be employed only in the manufacture of articles for, the production of supplies for, the construction of public works for, and the maintenance and care of the institutions of, the state or political subdivision of the state in which they are imprisoned. The hiring out of prisoner labor to private parties is prohibited. (Title 18, United States Code, Sections 436, 4002)

Under the authority of Title 18, U. S. Code, Section 4082, sentenced federal prisoners may be assigned to work at paid employment or participate in a training program in the community, on a voluntary basis. This requires the approval of the Bureau of Prisons.

14. Escape

The escape of a federal prisoner must be reported immediately to the United States marshal.

Punishment by fine or imprisonment or both is provided for federal prisoners who escape or attempt to escape; for persons who assist in any way in the escape of a federal prisoner or conceal an escaped prisoner; for persons who have in custody any federal prisoner and voluntarily or through negligence permit such prisoner to escape. (Title 18, United States Code, Sections 751, 752, 755)

15. Deductions for Good Conduct

Federal prisoners serving sentences of six months or more are eligible to earn deductions for good conduct at the following rates:

On a sentence of	
Not less than 6 months nor more than 1 year	5 days per month
More than 1 year and less than 3 years	6 days per month
Not less than 3 years and less than 5 years	7 days per month
Not less than 5 years and less than 10 years	8 days per month
Ten years or more	10 days per month

When two or more consecutive sentences are to be served, the aggregate of the several sentences shall be the basis for the deduction.

All or any part of a prisoner's earned good time may be forfeited or good time may be withheld if he commits any offense or violates the rules of the institution. When local officials feel that an inmate's conduct warrants withholding or forfeiture of good time, the matter should be referred to the Bureau of Prisons for consideration. Forfeited good time may later be restored if the prisoner's conduct improves sufficiently to warrant such action. Institution officials should submit recommendations for restoration to the Bureau of Prisons for consideration.

16. Computation of Sentences

A federal sentence begins to run on the day the prisoner is received at the jail or other place of detention for service of sentence. Any part of a day served on the day the sentence begins and the day it expires is counted as a full day. A prisoner should be released at a reasonable hour during the day his sentence expires. It is not necessary that he be held until midnight, and he cannot legally be held over until the following day.

If a prisoner's release date falls on a Saturday or a Sunday, or on a Monday which is a legal holiday, the prisoner may be released on the preceding Friday. If the release date falls on a legal holiday, Tuesday through Friday, the prisoner may be released on the day preceding the holiday.

A sentence expressed in months or years must be computed by calendar months. It extends from the date of sentence to the corresponding date in the month of expiration, less one, when the month of expiration has so many days, otherwise to the last day thereof. For example, a sentence of 2 months beginning June 27 expires August 26. A sentence of 2 months beginning December 31 expires February 28 (or February 29 in a leap year).

A sentence expressed in days must be computed by counting on the calendar the number of days in the sentence. For example, a sentence of 60 days beginning June 27 expires August 25.

On sentences of six months or more, on which deductions for good conduct are earned, the date of discharge is computed by subtracting the number of days earned from the maximum expiration date of the sentence. For example, a sentence of 6 months beginning June 27 will expire, with full good conduct credits, on November 26 (December 26, date of maximum expiration, less 30 days good conduct deductions). Deductions for good conduct are allowable on the initial portion of a "split sentence" (a combination in a single court case of a short jail sentence, not to exceed 6 months, and a period of probation) if the jail sentence is 6 months, but not if it is less than 6 months.

On all sentences imposed on or after September 20, 1966, credit is given for all time spent in custody before sentencing, if the custody was in connection with the offense on which the defendant was sentenced. On sentences imposed prior to September 20, 1966, credit for pre-sentence detention is given if the offense carries a minimum mandatory penalty, if the sentence is the maximum which could have been imposed, or if the sentence plus the time in custody prior to sentence exceeds the statutory maximum.

Credit for pre-sentence detention is given by deducting the number of days involved from the expiration date of the sentence. For example, a prisoner sentenced on May 15 to serve 3 months, having been in custody awaiting trial since May 1, would be eligible for release with pre-sentence detention credit on July 31 (August 14, expiration date, less 14 days pre-sentence detention credit).

When a parole or mandatory release violator is committed to a nonfederal institution for service of sentence, his sentence will be computed at the federal institution from which he was released or in the Bureau of Prisons and a statement of the computation will be furnished to the officials of the nonfederal institution.

If a prisoner escapes, his sentence stops running at the close of the day on which he escapes and resumes running at the beginning of the day on which he is again taken into custody as a federal prisoner. His release date will be extended by the number of days his sentence was inoperative due to his escape. For example, if a prisoner under sentence of two months beginning June 1 escapes on June 16 and is apprehended on June 19, his sentence will be considered inoperative for 2 days and his release date changed from July 31 to August 2. If a prisoner escapes and is apprehended on the same day or on the following day, there is no inoperative time.

When the court has specified in the judgment and commitment that a prisoner shall stand committed for nonpayment of fine, the prisoner is required to serve 30 days solely for nonpayment before becoming eligible to take the indigent prisoner's oath. If the prisoner has a term sentence also, the 30 days must be computed as beginning on the day following expiration of the term sentence. For example, a prisoner with a sentence of 6 months and a committed fine beginning June 27 will become eligible for release from the term sentence, with good conduct deductions, on November 26; and the 30 days for nonpayment of fine will begin November 27 and end on December 26.

State laws cannot be used as a basis for computing federal sentences.

17. Release from Service of Sentence

Prisoners serving federal sentences shall be released as follows:

(a) Maximum expiration. A prisoner having a sentence or sentences totaling less than six months is not eligible to earn good conduct deductions and will be released when he has served his maximum sentence.

(b) Minimum expiration. A prisoner whose release is based on good conduct deductions of 180 days or less will be released unconditionally at the expiration of his term less good conduct deductions.

(c) Mandatory release. A prisoner whose release is based on good conduct deductions of 181 days or more will be released conditionally at the expiration of his term less good conduct deductions. A mandatory release certificate will be forwarded to the institution at the proper time by the U. S. Board of Parole. A prisoner so released remains under the supervision of the Board of Parole until the maximum expiration of his sentence less 180 days and if he violates the conditions of his release may be returned to custody to complete his sentence.

(d) Parole. A prisoner sentenced under regular criminal procedure to a term or terms totaling more than 180 days is eligible to be released on parole by authority of the U. S. Board of Parole after serving one-third of his sentence. Prisoners wishing to make application for parole may write to the Chairman, U. S. Board of Parole, Washington, D. C. 20537. If parole is granted a parole certificate will be forwarded to the institution by the Board of Parole as authority for release of the prisoner. A paroled prisoner remains under supervision of the Board of Parole until the maximum expiration of his sentence and if he violates the conditions of his parole may be returned to custody to complete his sentence. A prisoner serving the initial portion of a "split sentence" (see paragraph 16) is not eligible for parole.

(e) Release from imprisonment for nonpayment of fine. When a prisoner held for nonpayment of fine has served 30 days solely for nonpayment, he may apply to the United States commissioner or United States magistrate to take the indigent prisoner's oath. If the commissioner/magistrate finds the prisoner eligible, he will administer the oath and order the prisoner discharged. The commissioner/magistrate will furnish the institution officials with a certificate of his findings. If the commissioner/magistrate reports that the prisoner cannot take the oath due to his circumstances, the prisoner shall not be released. In such a case the institution officials should bring the matter to the attention of the Bureau of Prisons.

18. Gratuities for Discharged Prisoners

Federal laws provide for the issuance of transportation to the place of conviction or legal residence and, in the discretion of the Attorney General, clothing and cash gratuity to all persons discharged after service of sentence, and for the issuance upon court order of transportation and subsistence to persons released without conviction (other than release on bail) or placed on probation. Institution officials should consult the United States marshal when they feel a prisoner is in need of the gratuities mentioned.

19. Vouchers and Records

The United States marshal will instruct institution officials regarding preparation of vouchers and the method of reporting commitments and discharges of federal prisoners.

Revised May 1, 1970

FPI MI—8-29-70-5M-515

APPENDIX J

BP-CS-68
(April 1951)

UNITED STATES DEPARTMENT OF JUSTICE
BUREAU OF PRISONS

REPORT OF INSPECTION

Rating.....

1. Name of institution..... 2. State.....
3. City..... 4. County..... 5. District.....
6. Official in charge..... 7. Title.....
8. Term expires..... 9. How long in office.....
10. Supervisory board..... 11. Chairman.....
12. Extent of authority.....
13. How far to U. S. court?..... 14. Where located?.....
15. How far to U. S. commissioner?..... 16. Where located?.....
17. What is population of the county?..... 18. Of the city?.....
19. When was institution built?..... 20. When remodeled?.....
21. Normal capacity: Men.....Women.....Boys.....Girls.....Total.....
22. Check adjective rating for each factor:

	Excellent	Good	Fair	Poor	Bad	Weights
ADMINISTRATION						4
CUSTODY AND SECURITY						5
INMATE CONTROL AND DISCIPLINE						4
BUILDING AND EQUIPMENT						3
FOOD						5
HOUSEKEEPING, SANITATION, AND PERSONAL HYGIENE						4
MEDICAL AND HEALTH SERVICES						3
INMATE EMPLOYMENT						2
INMATE ACTIVITIES						1

23. What is your over-all adjective rating?.....
24. Do you recommend the use of this institution for—
    Service of sentence.....
    Awaiting trial and pending removal..... Special time limit.....
    Women..... Juveniles (M)..... (F).....
25. With what institution or other nonfederal officials did you talk?.....
26. List the important points discussed.....
.....
27. To what extent is this institution needed for federal use?.....
.....
28. Did you confer with the United States marshal?.....
    Other federal officials? (Specify).....
29. Do you recommend this jail for prisoners presenting security hazards?.....
30. Is an alternate institution available for federal use?.....
    Where is it?..... Distance.....
31. Time spent on this inspection: At institution..... Outside institution.....

Date of inspection..... .....
Signature of inspector

Name of institution.....

32. Local or state authorities who inspect this institution:.....

.....

33. Total population on day of inspection.....

	FEDERAL				NONFEDERAL			
	Adults		Juveniles		Adults		Juveniles	
	M	F	M	F	M	F	M	F
Under jail sentence								
Under sentence awaiting transfer								
Awaiting trial or hearing								
Witnesses								
Immigration detainees								
Insane								
Others								
Totals								

34. What is upper age limit for persons classed as juveniles in this state?.....

35. What juvenile detention facilities are available in the community?.....

.....

	Federals	All classes
36. Highest count on any day during past 12 months		
Lowest count on any day during past 12 months		
Average daily population during past 12 months		

NARRATIVE

Give a narrative description of conditions in the institution, including any interesting or unusual features or incidents an any data concerning its administration not covered elsewhere in the report. A statement must be given for each factor liste on the first page. Include also a paragraph describing the facilities for women and juveniles and the method of handling thes inmates.

At the beginning of the narrative give a brief summary covering the following points: (1) whether institution is authorize for federal use and to what extent and whether it is needed for federal prisoners; (2) whether it is secure—describe securit facilities, type of supervision, method of handling keys; (3) whether any irregularities or abuses were disclosed; (4) whethe the food is adequate.

Attach a copy of your letter to institution officials confirming your suggestions for improvement.

(Additional pages of narrative should be numbered 2a, 2b, etc.)

Name of institution.....

ADMINISTRATION

1. How often does official in charge visit the institution?.....
2. Total number of employees..... 3. Number of matrons.....
4. Is matron service adequate?.....
5. Do employees appear competent?.....
6. How many hours weekly do they work?..... 7. How many daily shifts?.....
8. Are there written rules for employees?.....
9. How are personnel selected and appointed?.....
10. List personnel below: (Attach separate sheet if necessary)

Name	Position	Date Appointed	Hours of Duty	Salary	Maintenance

11. Should additional personnel be employed?..... 12. In what capacity?.....
13. Do officials know the regulations concerning handling of federal offenders?.....
14. Is there good cooperation with other law enforcement agencies?.....
15. Is there any evidence of disregard for the legal rights of prisoners?.....
16. Are there any unusual public attitudes toward the institution? (If so, explain in narrative).....
17. Do officials require proper writs for the detention of prisoners?.....
18. Do records supply reasonably adequate information?.....
19. Indicate by an x the types of records maintained:

Personal history	Commitment and discharge	Absence from jail	Mail	Cash and property	Inmates' expenditures	Visitors	Medical	Violations and punishments	Financial	Keys	Other

20. In what condition did you find the records?.....
21. What prisoners are fingerprinted?.....
22. Photographed?.....
23. Is a receipt given prisoners for their cash and property?.....
24. Where is cash kept?.....
25. Other property?.....
26. Was there any evidence of irregularities in handling cash and property?.....
27. Are inmates permitted to retain any cash in their possession?.....
28. Is a written order, signed by the inmate, required for disbursements from prisoners' funds?.....
29. Is there an inmate commissary?.....What is done with the profits?.....

Name of institution.....

ADMINISTRATION—Continued

30. Were there any complaints or any evidence of irregularities in connection with operation of the commissary?.....

31. If there is no commissary, how are prisoners' purchases handled?.....

32. Who controls the disbursement of funds appropriated for the institution?.....

33. Is feeding of prisoners on a fee basis?..... 34. Daily rate.....

35. What disposition is made of profits, if any?.....

36. List key fees, if any.....

37. Who is in charge of procurement of supplies?.....

38. What is the procedure?.....

CUSTODY AND SECURITY

1. Does the design of the institution provide reasonable security against escapes?.....

2. Are adequate inspections made of security facilities—locks, bars, doors, windows, masonry, etc.?.....

3. Are firearms and other weapons stored safely?..... Where?.....

4. Do jail officials carry firearms into the jail?.....

5. Are other law enforcement officers permitted to carry firearms into jail?.....

6. How many sets of keys?..... 7. Are proper key records maintained?.....

8. Where are duplicate sets kept?.....

9. Are keys ever in possession of any inmate?.....

10. Are adequate precautions taken in opening and closing cell block doors?.....

11. Are security precautions observed in handling of tools, implements, utensils?.....

12. Is there any communication system between the jail proper and the front office?.....

13. To any outside agency?.....

14. How often do jailers visit prisoners' quarters during the night?.....

15. Is a record or check made of night supervision?.....

16. How frequently are shakedowns made?.....

17. Are they thorough?.....

18. How often are prisoners counted?..... 19. Describe the system.....

20. Describe admission procedures.....

21. Describe release procedures.....

22. Are there any evident weaknesses in contraband control?.....

23. Have advance plans been developed to meet emergencies in the event of disturbances, escapes, fires, etc.?.....

24. Are fitness qualifications considered in personnel assignments?.....

25. Is there any form of in-service training program?.....

26. Describe visiting facilities.....

27. Are visits supervised?.....

28. Are there restrictions on the type of person permitted to visit?.....

29. Is identification of visitors required?.....

Name of institution.....

CUSTODY AND SECURITY—Continued

30. Are prisoners' mail and packages inspected?.....
31. Is written authority secured for inspection of mail?.....
32. What laxities were observed in the control of trusties?.....

.....

33. Give dates of escapes since last report.....
(Give details in narrative)

INMATE CONTROL AND DISCIPLINE

1. Indicate types of inmates for whom adequate segregation can be maintained:

Sexes	Juveniles	Mentally disturbed	Sick or diseased	Escape risks	Sentenced	Other classes (Specify)

2. Are there written rules for inmates?.....
3. What instructions are given to new inmates?.....
4. Are prisoners orderly?..... 5. Is morale good?.....
6. Is effective and constant supervision maintained?.....
7. Is there any evidence of mistreatment or undue harshness?.....
8. Are inmates' complaints given prompt consideration?.....
9. Is there any indication of favoritism?.....
10. What special privileges are allowed?.....
11. When and how often are visitors allowed?.....
12. Are prisoners permitted to have visits from relatives?.....Friends?.....Attorneys?.....Clergymen?.....
13. What kind and quantities of articles may prisoners receive?.....

.....

14. Do officials delegate any authority to inmates?.....
15. Are there any inmate organizations such as kangaroo courts, sanitary courts, etc.? (If so, explain in narrative).....
16. Who selects trusties?..... 17. On what basis are they chosen?.....
18. What is the average number used?..... 19. Are full supervision and control maintained over them?.....

.....

20. Who establishes disciplinary policies and procedures?.....
21. Who administers discipline?.....
22. What types of punishment are used?.....
23. Describe solitary confinement facilities.....

.....

24. What limit is placed on the duration of solitary confinement?.....
25. How often are prisoners in solitary confinement visited by officials?.....
26. What dietary restrictions are imposed as punishment and for how long?.....

.....

Name of institution.....

BUILDING AND EQUIPMENT

1. Address of jail..... 2. Distance to center of town.....
3. Describe the type of construction and material of the building, including floors, walls, windows, stairways, etc.....

4. Is the building adequate in size for present needs?.....
5. List any defects in design which make supervision difficult.....

6. What personnel have living quarters in the jail?.....
7. Are building and equipment kept in satisfactory state of repair?.....
8. What changes, improvements, or remodeling are contemplated?.....

9. Are plumbing fixtures modern?..... 10. In good repair?..... 11. Adequate in number for the capacity of the jail?.....
12. How is the building heated?.....
13. What facilities are available in the institution for handling repairs and maintenance?.....

14. What local or state officials inspect the building and equipment?.....

15. Were the following security features found adequate: Safety vestibules?.....Protective screens on windows?..... Locking devices?.....Food windows?.....Visiting facilities?.....Guards' corridors?..... Observation windows?.....
16. Were the following safety features found adequate: Emergency exits?.....Fire apparatus?..... Stairways?.....Elevators?.....Cell locking devices?.....
17. Describe any fire or safety hazards observed.....

18. Type of beds.....
19. Type of bedding.....
20. Other furniture in cells.....
21. In dayrooms.....
22. Does the institution have its own laundry?.....Is it adequate?.....
23. Is there a sterilizer for clothing and bedding?.....
24. Is there sufficient storage space?.....
25. Are there any special facilities: Receiving and discharge room?.....Dining room?..... Recreation room?.....Class rooms?.....Consultation room?.....Visiting room?..... Chapel?.....Other?.....

Name of institution .....

BUILDING AND EQUIPMENT—Continued

26. Itemize facilities below:

Type of facility	No. of Units	Ind. Cell Capacity	Size of Cells	Total No. of Cells	Total Capacity	Plumbing Facilities					
						Toil.	W. B.	Sh.	B. T.	Sink	Other
					Totals						

Indicate quarters for females by*
Indicate quarters for juveniles by #

FOOD

1. Is there a kitchen in the institution? ..... 2. If not, where are the meals prepared? .....

3. Are kitchen and equipment adequate? .....
4. Is kitchen screened against insects? ..... Well lighted? ..... Well ventilated? .....
5. Describe eating utensils .....
   Are they in good condition? ..... Where and how washed? .....
6. Is there adequate pantry space? ..... Condition of pantry? .....
7. Type and adequacy of refrigeration .....
8. Describe provisions for handling garbage .....
9. Hours when meals are served: Breakfast ..... Dinner ..... Supper .....
10. Give menu served on day of inspection: (Attach weekly menu if available)

Breakfast	Dinner	Supper

11. Do employees supervise the serving of meals? .....
12. Where are meals served? .....
13. Describe method of serving .....
14. Describe adequacy, variety, and nutritional balance of diet .....

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Name of institution.....

FOOD—Continued

15. What meals are served employees in the institution?.....
16. What provision has been made to cover the cost?.....
17. Is there a paid cook?..... 18. Who manages the kitchen?.....
19. Who plans the menus?..... 20. How are food supplies purchased?.....
.....
21. Do inmates assist in the preparation of food?..... 22. Are they supervised?.....
23. Are health and experience considered in the selection of inmate kitchen workers?.....
24. Is good personal hygiene required?.....
25. How often does the head of the institution check on the food?.....
26. From what sources may supplemental food be acquired?.....
27. Were any abuses observed?.....

HOUSEKEEPING, SANITATION, AND PERSONAL HYGIENE

1. Does the institution have a systematic cleaning program?.....
2. Is the work assigned and supervised by employees?.....
3. Are adequate cleaning tools and supplies provided?.....
4. Where is cleaning equipment kept when not in use?.....
5. Was there any evidence of vermin?.....
6. What methods are used for eradication?.....
7. How often are linens laundered?..... 8. Blankets?.....
9. Are new inmates given clean bedding?.....
10. Condition of bedding on day of inspection.....
11. Is daily disposal made of trash from prisoners' quarters?.....
12. Is there an accumulation of food and other unnecessary articles in cells?.....
13. Give ratings in cleanliness for the following:
    Cells.....Floors.....Walls.....Bars.....Windows.....Screens.....
    Toilets.....Bathing facilities.....Basins.....Kitchen.....Dayrooms.....
    Storerooms.....
14. What is the source of the water supply?..... 15. Is pressure adequate?.....
16. Is the water supply tested: At the source?.....At the institution?.....
17. To what extent is hot water available?.....
18. Do prisoners have access to drinking water at all times?.....
19. Is heating system adequate for all sections of the institution?.....
20. What is method of ventilation?.....
21. Was there any evidence of poor ventilation?.....
22. Who controls heating and ventilation?.....
23. Is lighting, natural or artificial, inadequate in any section?.....
24. What color is the interior of the institution painted?.....
25. Is the paint in good condition?.....
26. Are sanitary facilities adequate for the population: Toilets?.....Showers?.....
    Sinks?.....Basins?.....
27. Are institution uniforms furnished?.....
28. Is prisoners' clothing sterilized on admission?.....
29. Where are excess garments kept?.....
30. How often is bathing required?.....
31. Do all inmates have access to bathing facilities?.....
32. Is soap furnished in sufficient quantity?.....Toilet paper?.....Towels?.....

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Name of institution.....

HOUSEKEEPING, SANITATION, AND PERSONAL HYGIENE—Continued

33. What provision is made for laundering towels?.....
    Prisoners' clothing?.....
34. Condition of towels on day of inspection?.....Clothing?.....
35. How is barber service provided?.....
36. What provision is made for prisoners to obtain toilet articles—toothbrushes, toothpaste, razors, shaving cream, combs, etc?.....
37. General appearance of prisoners.....

MEDICAL AND HEALTH SERVICES

1. Name of physician for nonfederal prisoners.....
2. Basis of payment for services.....
3. How often does he visit jail?.....
4. Does he come promptly when called?.....
5. Name of federal physician.....
6. How often does he visit jail?.....
7. Are there medical personnel other than the doctor?.....
8. Are all new prisoners given a medical examination?.....
    By whom?.....How soon after admission?.....
9. Are tests for venereal disease made in all cases?.....
    By whom?.....How soon after admission?.....
    What provisions are made for treatment?.....
10. Is there adequate segregation of communicable diseases?.....
11. Are prisoners examined by a doctor before assignment to kitchen duties?.....
12. Describe hospital facilities: In the institution.....

    In the community.....

13. Describe "sick call" procedure.....

14. Is prompt attention given to prisoners' complaints of illness?.....
15. What health authorities inspect the institution?.....
16. What medical supplies are kept at the institution?.....
17. How are they controlled and administered?.....
18. Does the institution have special facilities for handling: Insane?.....Narcotic addicts?.....
    Chronic alcoholics?.....
    (If any such special facilities exist, describe in narrative)
19. What provision is made for dental work?.....

INMATE EMPLOYMENT

1. Types of work in which inmates are employed.....

2. Number of federal prisoners employed.....Nonfederal.....
3. Does supervision insure proper custody and work performance?.....
4. What factors are considered in making work assignments?.....
5. Are adequate safety precautions observed?.....
6. What compensation is given?.....
7. What types of self-employment are permitted?.....
8. Are prisoners ever employed by private individuals?.....
    Under what circumstances?.....
9. Is there any indication of irregularities in employment of inmates?.....

Name of institution.....

INMATE ACTIVITIES

1. Is there a designated clergyman who acts as chaplain?.....
2. Is he paid a salary by the institution?.....
3. Describe the religious program.....

.....

4. Are prisoners permitted to contact religious advisers of their own choice?.....
5. What provisions are made for the following activities:

   Exercise: Indoor.....Outdoor.....
   Group recreation.....
   Handicrafts.....
   Radio.....
   Music.....
   Games.....
   Educational opportunities.....
6. What reading materials are provided?.....

   How?.....
7. What outside resources are used in educational or recreational programs?.....

.....

GENERAL

1. List the outstanding problems which exist in connection with the institution:

2. List principal recommendations made and the officials' reaction:

3. List Bureau services which the officials would like to take advantage of:

BP-CS-68
(April 1951

APPENDIX K

TEXAS LEGISLATIVE SERVICE
2/23/71
Introduced by Traeger
Referred to Committee on
Urban Affairs

H. B. 646

8-10-18-7-19--275

A BILL TO BE ENTITLED

AN ACT

authorizing cooperation and contracts among political subdivisions of this State; declaring legislative purpose and intent, setting forth the purposes for which contracts can be made and the terms and conditions applying to such contracts; and declaring an emergency.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

Section 1. PURPOSE. It is the purpose of this Act to improve the efficiency and effectiveness of local governments by authorizing the fullest possible range of intergovernmental contracting authority at the local level including contracts between counties and cities, between and among counties, between and among cities, between and among school districts, and between and among counties, cities, school districts, and other political subdivisions of the State.

Sec. 2. SHORT TITLE. This Act may be cited as The Interlocal Cooperation Act.

Sec. 3. DEFINITIONS. As used in this Act:

(1) "local government" means a county; a home rule city or a city, village, or town organized under the general laws of this State; a special district; a school district; a junior college district; any other legally constituted political subdivision of the State; or a combination of political subdivisions.

(2) "governmental functions and services" means all or part of any function or service included within the following general areas: police protection and detention services; fire protection; streets, roads, and drainage; public health and welfare; parks;

recreation; library services; waste disposal; planning; engineering; administrative functions; and such other governmental functions which are of mutual concern to the contracting parties.

(3) "administrative functions" means functions normally associated with the routine operation of government such as tax assessment and collection, personnel services, purchasing, data processing, warehousing, equipment repair, and printing.

Sec. 4. AUTHORITY TO MAKE INTERLOCAL CONTRACTS AND AGREEMENTS. (a) Any political subdivision may contract or agree with one or more political subdivisions to perform governmental functions and services under the terms of this Act.

(b) The agreements or contracts may be for the purpose of studying the feasibility of contractual performance of any governmental functions or services or may be for the performance of any governmental functions or services which all parties to the contract are legally authorized to perform, provided such contracts or agreements shall be duly authorized by the governing body of each party to the contract or agreement. An interlocal contract or agreement shall state the purpose, terms, rights, objectives, duties, and responsibilities of the contracting parties. Interlocal contracts and agreements may be renewed annually and shall specify that the party or parties paying for the performance of governmental functions or services shall make payments therefor from current revenues available to the paying party.

(c) The authority of a political subdivision to perform a contractual service includes the authority to apply the rules, regulations, and ordinances of either the subdivision receiving the service or of the subdivision providing the service, whichever standard may be agreed upon by the contracting political subdivisions.

(d) The contracting parties to any interlocal contract or agreement shall have full authority to create an administrative agency or designate an existing political subdivision for the supervision of performance of an interlocal contract or agreement and any administrative agency so created or political subdivision so designated shall have the authority to employ personnel and engage in other administrative activities and provide other administrative services necessary to execute the terms of any interlocal contract or agreement.

(e) No person acting under an interlocal contract or agreement shall be deemed to be holding more than one office of honor, trust, or profit or more than one civil office of emolument.

Sec. 5. SAVING CLAUSE. The enactment of this law shall not affect or impair any act done or right, obligation, or penalty existing before enactment of this law.

Sec. 6. CUMULATIVE CLAUSE. The provisions of this Act shall be cumulative of all other laws or parts of laws, general or special.

Sec. 7. SEVERABILITY CLAUSE. If any provision of this Act or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are declared to be severable.

Sec. 8. EMERGENCY CLAUSE. The importance of this legislation and the crowded condition of the calendars in both Houses create an emergency and an imperative public necessity that the Constitutional Rule requiring bills to be read on three several

days in each House be suspended, and the Rule is hereby suspended; and that this Act take effect and be in force from and after its passage, and it is so enacted.

Amend Section 1 by adding the following:

and agencies of the State.

Amend Section 4 by adding a new subsection (e) and renumbering present (e) to (f)

(e) The contracting parties to any interlocal contract or agreement shall have full authority to contract with State departments and agencies as defined in Article 4413 (32) V.A.C.S. The contracting parties to interlocal contract or agreement shall have specific authority to contract with the Department of Corrections for the construction, operation and maintenance of a regional correctional facility provided that title to the land on which said facility is to be constructed is deeded to the Department of Corrections and provided further that a contract is executed by and between all the parties as to payment for the housing, maintenance and rehabilitative treatment of persons held in jails who can not otherwise be transferred under authority of existing statutes to the direct responsibility of the Department of Corrections.